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PREVIEW

GOVERNOR GENERAL Roland Michener, in his maiden Throne Speech at the opening of Parliament's Centennial Session on May 8th, 1967, stated: "One of the greatest challenges of the century will be our capacity to plan our urban development so that Canadians in the future will continue to enjoy the benefits of living in health and harmony with their surroundings.

"In one form or another science is already reaching into the very heart of the community to transform the lives of each of us. It is essential that the control and development of our environment keeps apace. We have built towns and cities, canals and railroads, highways and other great works of construction at an unprecedented pace. But we have too often in the past made beauty the poor sister of material gain and careless workmanship the price of easy profit. We must lose no more time in making ugliness in our environment as unwelcome as financial losses in our balance sheets."

Forecasting federal government intentions, the Governor General proposed a dominion-provincial study of urban development "so that all Canadians will be aware of the problems which lie ahead and so that the governments at all levels will have the best possible advice to assist them in their own planning and in their respective contributions to this great problem."

The Community Planning Association of Canada not only applauds these official pronouncements, but is eager to assist in their implementation. Indeed, long before the Throne Speech was written and delivered, our National Council decided to concentrate attention on these very matters at CPAC's Centennial Year National Planning Conference in Ottawa, October 8-11, 1967.

What forces will affect and shape Canadian communities in our next 100 years? What are today's challenges in coping with the increasing urbanization of our nation? What can we, as individual citizens, do about them now?

These are some of the vital questions to be posed at CPAC's 1967 Conference. To help delegates find answers to them, we have obtained several outstanding speakers, panelists and workshop leaders from the fields of economics, sociology, politics and planning.

"Man in His Community: Today's Challenge" is the theme of this Conference. Please see pages 16-17 for further details.

A.T.P.

The President's page

NATIONAL COUNCILLORS AND EXECUTIVE DIRECTORS meet June 5-9 at the Abbey Saint Benoit-du-Lac, Quebec, in what may be the most important conference ever held by CPAC. This year our Association "comes of age" chronologically. Whether it will grasp the opportunities and responsibilities of maturity, or stagnate through lack of foresight and nourishment, is the key question to be answered at our Thinking Conference.

The importance of coming to grips with this question — at branch, division and national levels — can hardly be overemphasized. CPAC's objectives for the future must not be based on blind adherence to founding premises, even though these are merely 21 years old.

For some years after its formation in 1946, CPAC successfully encouraged municipalities to set up their own planning departments and hire professional planners to staff them. In communities where funds did not permit this expenditure, we urged municipal councils to engage planning consultants to assist in the development and implementation of master plans. Our self-appointed task in this regard has been accomplished in most areas of Canada.

No longer is CPAC the only citizens' association engaged in promoting "education and participation in community planning". There is a growing realization of the need for co-ordinated effort in solving the social, economic and physical problems of the future. More and more public-spirited organizations are including such subjects in their own conference and study programs.

That our basic objectives have been achieved or are being taken on by others in many parts of Canada is cause for elation, not despondency. That we should now reassess our position in Canadian society and determine our goals for the next phase of our existence is merely being realistic. This is the task we have set for the 26 CPAC representatives who gather at the Abbey this month.

We plan, at the outset, to study the nature of the Canadian urban environment and the various forces affecting its development. Within this context, we will examine the nature and roles of citizens' groups — trying to evaluate CPAC's place in the overall picture. In the light of this discussion, the conference will attempt to redefine the objectives, scope and responsibilities of the Community Planning Association of Canada.

What types of programs should be prepared to achieve these new objectives and scope will be the next assignment. Delegates must also decide on a plan of action to ensure CPAC meets its national, provincial and local responsibilities. Most important in these deliberations will be CPAC's inter-relation with other institutions (lay, professional, governmental) in attaining common aims. Finally, we will examine the existing CPAC organizational and financial structure — hopefully coming up with recommendations for improvement in both areas.

Such a reassessment of our purpose and functions at the beginning of Canada's second century is a very logical exercise for the Community Planning Association. How successfully we complete it will be reported in detail in the next issue of the REVIEW.

But, in the final analysis, the future effectiveness of CPAC in helping to build better communities will depend on the efforts of its individual members. From Corner Brook to Victoria, I urge you to "think along with us" as we reappraise our accomplishments and face up to new challenges.

R. Graham Murray, Q.C.
National President, CPAC

Emerging bounds of urbanization

BY GERALD HODGE

FOR NEARLY two decades we have been involved in a war on urban problems. The results of this struggle are, at best, desultory and, as some astute students of the urban scene have sensed, this may be due to the inappropriateness of our tactics. In my view, the professional policy makers have been, like generals, "brilliantly prepared to fight the preceding war".

The city emerging in the second half of the 20th Century is a different kind of city from those we have known and, importantly, it is different from those we tend to associate with our ideals of urban life. Thus, to try and solve the problems of the city that *was* is bound to be frustrating. To plan effectively for this new urban development we shall need to grasp its essential characteristics.

The city has several environments, of which the most important are the social-cultural, the economic, and the physical environment. Indeed, it is in the physical environment that the most visible changes are occurring in urban areas. These changes are already firmly rooted, giving us a fairly clear indication of the factors that will govern the Canadian urban form by the year 2000, less than 35 years from now.

The image of the present-day metropolis is much less concentrated, much less contained, and much less concentric than the traditional city or even the metropolis of pre-World War Two days. Almost universal large-scale growth is being accompanied by scattered development over a large area, possibly up to 100 miles from the core if summer residences of city dwellers are included in this portrait.

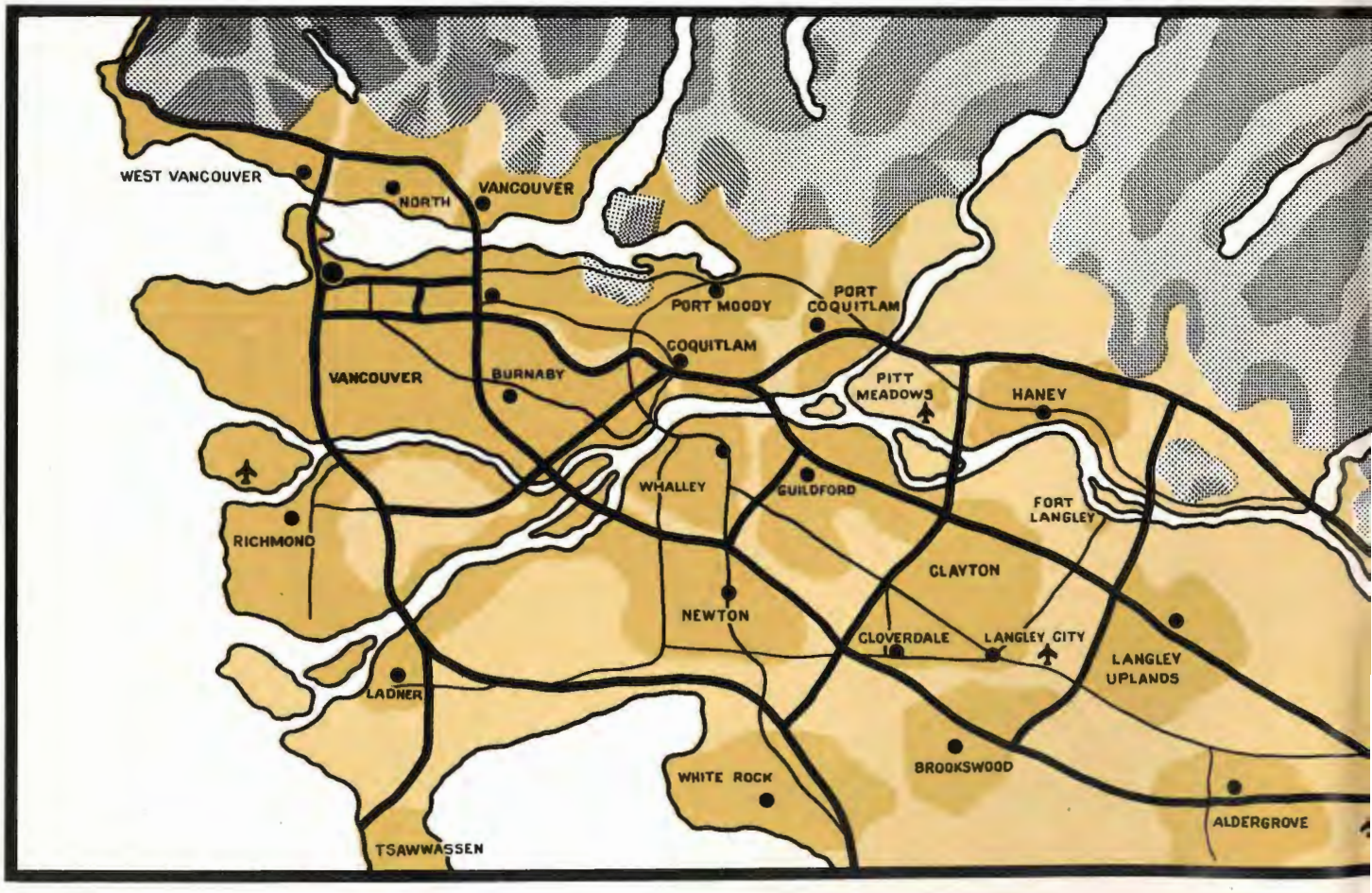
The Forces for Change

As our metropolitan centers have grown, obviously they have had to grow outwards, thereby generating a demand for space on the periphery. This growing demand for space for urban development in outlying areas has been stimulated largely by three forces:

(1) incomes of higher levels available to metropolitan residents,
(2) more leisure time for city dwellers,
*(3) an expanded ability to travel afforded by the automobile.**

* John Friedmann and John Miller, "The Urban Field", Journal of the AIP, 31 (November 1965), 312-319. This important article has provided much of the stimulus for the present paper.

Regional Concept for the Development of B.C.'s Lower Mainland



These are, perhaps, obvious explanations of the direction of city building occurring in the past two decades. It is most important to grasp, however, that these same forces will continue to determine the direction of city building in the next three decades at least. There will be still higher income levels to look forward to as well as leisure time and even greater mobility for those in metropolitan areas. We may examine the trends in each of these to help clarify the extent of likely changes in urban development.

(1) *Increasing Incomes.* The general expectation is that personal incomes in Canada will rise nearly three times by the end of this century. This would mean an average family income would be about $13,000 per year (in today's prices). If present consumption patterns are any guide, we can expect the new wealth to be used to purchase *space* (in the form, for example, of larger houses or larger lots, or two houses, or a summer cottage), *privacy* (interior and exterior space), *travel* (nearby and abroad), *education* (a demand for more and better facilities of all kinds), *culture* (both as active participant and as a patron in public ventures to secure cultural assets), and *recreation* (both private and public use).

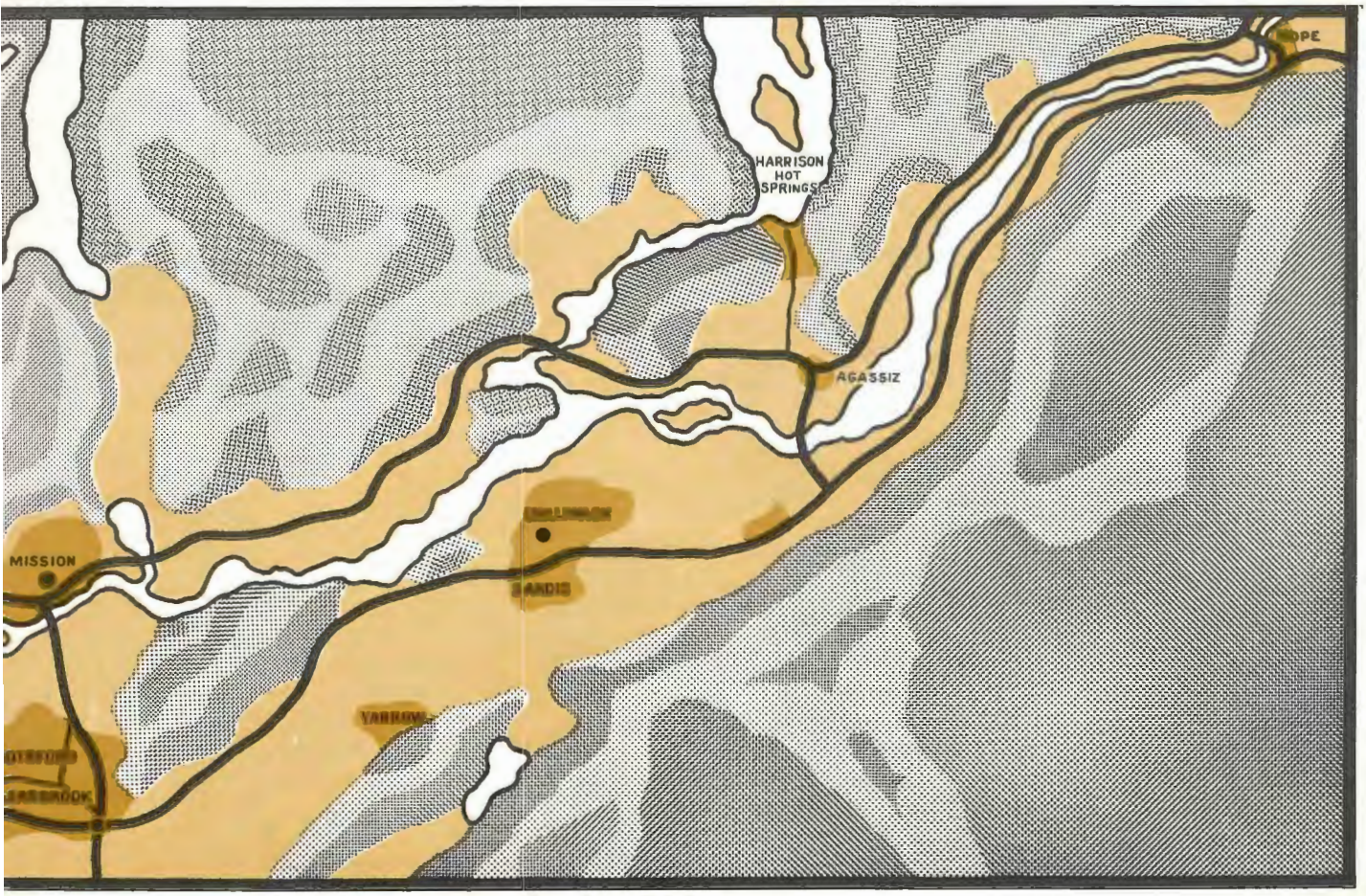
(2) *Increasing Leisure Time.* The prospects for the end of the century in this realm are for an average 30-hour work week. This means that the mass of people will have two-thirds of their waking hours free and unstructured (excluding meals). Much of this added time will be articulated in outdoor recreation activities. United States authorities expect a tripling of the demand for outdoor recreation.* To indicate the scale of activities in recreation in the year 2000, we need only to look at the present levels of activity: there are just under 40 million boaters in the U.S. (compared to one million in Ontario); the U.S. has 20 million campers, seven million skiers (up by 600% in the past decade, alone), and seven million golfers.

This massive participation in outdoor recreation has its counterpart in amateur art activities – 50 million Americans are currently involved in music, theatre, painting, sculpture, and sketching. Furthermore, since 1950, the U.S. Government has reported new museums, aquariums, and zoos currently being established at the rate of one every three days.

Analogous figures could doubtless be drawn together to reflect a similar picture for Canada over the past 15 years. The various provincial jubilees and, now, the Canadian Centennial celebrations are stimulating these trends even more. Recent figures released by the Centennial Commission indicate that more than 500 parks,

* Outdoor Recreation Resources Review Commission, *Action for Outdoor Recreation*, (Washington, 1964).

ualizes Satellite Cities Linked by Freeway Network.



500 recreation structures, 415 community centers, 136 libraries, and 64 museums are being built.

(3) *Increasing Mobility*. The effects of the combined trends in income and leisure are crystallized and their effects transmitted to land-use patterns by our increasing mobility. The automobile has reduced the scale of distance by reducing the time required for most journeys and thereby acted to extend the territory within which urban residents can maintain contact with their jobs and other activities. The motor truck has extended the area for industrial location. And both have made possible the regional shopping center. Improved communications by telephone, telex, computer circuitry and so forth continue to hold the city together functionally, but allow it to expand spatially (or, at least, open up a greater variety of locations for all urban activities), as Lewis Mumford noted in *The City in History*.

Qualities of the New Urban Order

The above-mentioned trends mean a much broader territorial expansion of the area in which urban residents seek the activities necessary for their personal fulfillment. What was once the "fringe" of urban areas must now be considered more than an incidental part of urban development. Already towns like Newmarket, Brampton, and Markham are integral parts of Metropolitan Toronto's pattern of life, even if outside its official planning area. And the plan recently prepared for the metropolitan region of Vancouver sees the necessity of considering towns 50-100 miles away as an important part of the picture there.* But spatial extension will affect and be affected by new patterns of living which reflect the more complex and diverse urban setting.

First, the geographic area within which one's life unfolds will be effectively much wider. That is, the area which includes one's home and its neighbourhood, places of work, schooling, and shopping, places for leisure and recreation, places for socializing with friends and relations will be much larger. Higher speeds, greater versatility in means of movement, and lower per mile costs of transportation and communications will encourage the dispersion of people and activities. A 50-mile radius around one's home would be a common area of inter-action for most urban residents. Families and firms will make decisions to locate their premises less and less on economic grounds. The additional mobility will compensate for the changes in attitudes toward locations of houses and factories.

Second, with large areas being opened up for possible occupancy, there is thus provided a wider choice of living environments. Within a radius of 100 miles from a metropolitan center (i.e., two hours auto travel), which is the likely extent of the most intensive urban activities, families and firms will have available many different physical environments. Metropolitan cores, small towns, suburbs, satellite cities, agricultural lands, forests, shorelines on large water bodies within the approximately 30,000 square miles will be offered as living and working situations. Alternatives for living environments include country and in-town living (perhaps combined in two houses), single-family homes and apartment towers, new towns, old towns and specialized communities. And all will be relatively accessible to one another.

Third, it appears that as urban dwellers have more variety in the choices they can make about work places, shopping places, homes, recreation areas, and cultural attractions the more they exercise these choices. Thus, we can expect that as the space around metropolitan centers increases in its effective access to all residents that they will experience a wider community of interests. Individual families, and individuals within families, will have interests in events and activities in a larger number of locations. The urban dweller of the future will tend to participate actively in communities of interest – cultural activities, sports, ethnic associations, charities – scattered throughout the metropolitan region. Moreover, he will likely participate in several at any one time.

The Options and the Issues

It is reasonable to assume that people in urban areas will want to exercise the increased range of choice they will have in living and working environments and in the other activities they can pursue. Similarly, *as residents have a greater choice in where they locate there is a corresponding increase in the options open to those concerned about the form which the new urban environment will take*. Epithets such as "urban sprawl", scatteration" or "suburban chaos" will no longer be relevant in motivating people to consider the kind of community they would like to have. The new scale and diversity of urban development forces us to examine the new range of options open to us, the new constraints that might exist, and the new issues we must resolve in order to strive toward a bountiful environment. Some of the more urgent questions raised by such an examination include:

(1) *What is the most desirable spatial distribution of population, job opportunities, and leisure time activities?* It was once thought that the alternative ranged only between the concentrated super-city and the grey formlessness of dispersed suburban development. Now we must include the distinct possibility of a constellation of diversified cities and towns.* It must be remembered that very little of the area of the new metropolitan region will actually come under urban development, even if suburban densities were all that prevailed. Out of about 15,000 square miles that are within two hours of downtown Toronto, only one-seventh, or 1,000 square miles, will be needed at most to accommodate

* Lower Mainland Planning Board of British Columbia, *Change and Challenge*, (New Westminster, 1963).

* Catherine Bauer Wurster, "The Form & Structure of the Future Urban Complex," in *Cities and Space*, Lowdon Wingo, Jr. ed., (Baltimore: Johns Hopkins, 1963), 73-102.

the region's population in the year 2000. We have the possibility of structuring that built-up area with the region in a great variety of ways.

(2) *Should there be an upper limit on population size?* Metro Toronto expects nearly three million people by 1985 and double that many by the end of the century. Is this too many? Again, it may depend upon how it is distributed.

(3) *What should be the territorial extent of urbanized area?* Commuting distances as well as markets for commercial establishments enter this decision as well as psychological perceptions of "community".

(4) *Can we and should we continue to sustain a single strong center?* The process of dispersing historically centralized communities leaves in its wake tendencies to physical and economic deterioration. And as our investments in transportation facilities on the outskirts increase so does the dispersal of activities. But can we afford to redress the balance with new transportation focused on the center which costs considerably more to build? If so, what kind of activities should locate at the center? Are our present administrative arrangements sufficient for the battle, or can they ever be? The automobile may already have won the contest and we may have to articulate our urban centers so that they are coherent with the emerging urban form promulgated by the automobile.*

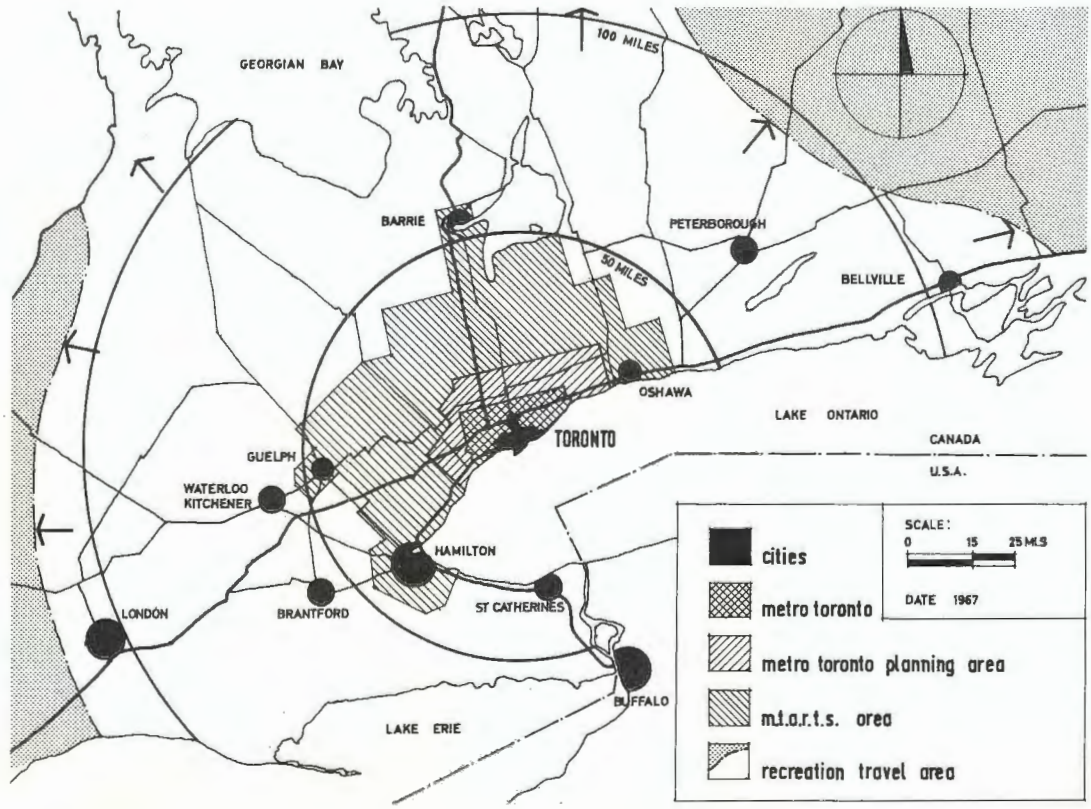
(5) *What standards should there be for public utilities?* There may be some areas which come under pressure for development which are costly to service with water and sewerage. Still other areas, if not served at a very high level, may affect the pollution levels of undeveloped areas. A related question is how to equalize geographically tax burdens given the possibility of a variety of bases upon which communities are founded?

(6) *What is the future of parks and open space?* One of the prime assets of the enlarging urban scope is its open space, scenic attractiveness, and traditional settings. It is essential that we do not destroy this asset in the process of urban development in the next 35 years. Conservation for human use as well as for exigencies in natural forces will have to become a focus of our urban regional planning. The maintenance of the historical qualities of older towns in the region which are sought as places of residence is important, too. A rich environmental experience, including the maintenance of agricultural lands, should be a chief objective of the development planning.

If I could suggest but one principle to guide our planning of urban areas in the next 35 years, it would be to concentrate on the distribution and quality of urban activities, on *where* and *what*. Don't dwell on the scale of urban development such as "megalopolis" or "sprawl"; scale will take care of itself. It is the new fluidity given to urban development by improved accessibility, increased leisure time, and expanded incomes which condition the emerging bounds of urban development.

* Lowdon Wingo, Jr., "Urban Space in Policy Perspective," in *Cities and Space, op. cit.*, 3-21.

THE EXPANDING TORONTO CITY REGION



L'évolution de la forme urbaine

par GERALD HODGE
Adapté de l'anglais par Jacques Ledoux

NOUS SOMMES engagés, depuis près de vingt ans, dans la conquête des problèmes urbains. On ne constate de cette lutte que des résultats tout au plus parsemés. Comme l'ont pressenti certains investigateurs du milieu urbain, cette situation est peut-être le résultat d'une approche inapte. A mon avis, la tactique de nos planificateurs professionnels est, comme celle de généraux, brillamment rattachée à une stratégie d'antan.

La cité émergente de la seconde moitié du 20e siècle est une cité différente de celles que nous avons connues, et, fait à noter, elle diffère même en ne se rattachant pas à notre conception de la vie urbaine idéale. La recherche de solutions aux problèmes des villes d'*hier* ne peut être qu'un exercice futile et désespérant. Afin de pouvoir planifier l'évolution de cette nouvelle formule urbaine, nous devrons comprendre l'essence de ses particularités.

La cité est composée de plusieurs éléments et le plus important rassemble les facteurs socio-culturels, économiques et physiques. Les changements les plus évidents touchent sans doute l'agencement des biens immobiliers. Dans ce secteur, un patron s'affirme déjà; il nous laisse entrevoir la formule urbaine canadienne de l'an 2000, soit à peine dans 35 ans.

Le patron de la métropole d'aujourd'hui est beaucoup moins concentré, beaucoup moins comprimé et beaucoup moins concentrique que celui de la cité traditionnelle ou même de la métropole d'avant-guerre. La croissance quasi-universelle sur grande échelle est accompagnée d'un développement dispersé. Cette dispersion s'étend même jusquà 100 milles du cœur, si l'on tient compte des résidences d'été des citadins.

Les facteurs d'origine

La croissance de nos métropoles s'est évidemment manifestée par un mouvement vers l'extérieur. Ce mouvement a engendré une augmentation de la demande sur l'espace périphérique disponible. Trois facteurs principaux ont contribué à la stimulation de cette demande sur les territoires extra-muros:

(1) Des revenus plus élevés aux habitants des métropoles.
(2) Plus de temps consacré aux loisirs par les citadins.
*(3) Une plus grande facilité de déplacement à cause de l'automobile.**

On croira peut-être que cette explication de la croissance du patron urbain, est évidente et superflue. Il est néanmoins nécessaire de la répéter afin d'en saisir toute l'importance, car ces mêmes facteurs seront à l'origine des patrons urbains durant les trois prochaines décennies, tout au moins. Les revenus, les loisirs et la mobilité des habitants de nos métropoles continueront d'augmenter. L'examen de l'orientation et des tendances de ces trois facteurs, nous aidera à saisir la portée de leur influence sur le développement urbain de l'avenir.

(1) *L'augmentation des revenus.* La conjoncture générale prévoit le triplement des revenus personnels des Canadiens avant la fin du présent siècle. Cette augmentation de la moyenne du pouvoir d'achat sera équivalente au présent pouvoir d'achat de $13,000.00 pour une famille moyenne. Si le patron actuel de la consommation peut nous servir de guide, on peut s'attendre à ce que cette nouvelle richesse soit utilisée pour l'achat d'*espace* (e.g. habitations, ou résidences d'été), d'*intimité* (espace intérieur et extérieur), de *voyages* (local et outre frontières), d'*éducation* (de meilleures facilités à tous les niveaux), de *culture* (par la participation personnelle ou par le patronage d'aventures publiques visant à l'acquisition d'un patrimoine culturel), et de *récréation* (selon des plans privés ou publics).

(2) *L'augmentation des loisirs.* La semaine de 30 heures de travail sera vraisemblablement une réalité avant la fin du siècle. Compte tenu des périodes consacrées aux repas, on peut conclure que le citoyen moyen disposera des deux-tiers de son temps. Une forte proportion de ce temps libre sera transformée en périodes de récréation en plein air. Les autorités américaines envisagent le triplement de la demande pour ce genre d'activité.* L'examen des taux de la croissance particulière à certaines activités, nous laisse entrevoir l'ampleur et le niveau de leur popularité vers l'an 2000; le nombre présent de marins-amateurs aux Etats-Unis se chiffre à tout près de 40 millions (contre un million en Ontario); les Etats-Unis comptent 20 millions de campeurs, 7 millions de skieurs (une augmentation de 600% en dix ans), et 7 millions de golfeurs.

Cette participation massive est aussi évidente dans les domaines de l'art amateur que dans les domaines du sport. 50 millions d'américains sont actuellement intéressés à la musique, au théâtre, à la peinture, à la sculpture et au dessin. De plus, le gouvernement américain rapporte depuis 1950, l'organisation d'un nouveau musée, aquarium ou jardin zoologique à tous les trois jours. Des statistiques canadiennes pour la période des quinze dernières années, réflèteraient sans doute une conjoncture semblable.

Les jubilés provinciaux et, présentement, les fêtes du Centenaire, enrichissent encore plus ces tendances naturelles. De récentes statistiques émises par la commission du Centenaire nous informent que plus de 500

* John Friedmann and John Miller. "The Urban Field", Journal of the AIP, 31 (Novembre 1965), pp. 312-319. Cet important article a contribué largement à stimuler la préparation du présent document.

* Outdoor Recreation Resources Review Commission, Action for Outdoor Recreation, (Washington, 1964).

Gerald Hodge est professeur associé à la Division de Planification Urbaine et Régionale de l'Université de Toronto. Cet article est adapté d'un document présenté à la Cinquième Conférence Annuelle de Problèmes et Progrès d'Urbanisme à Toronto, ayant comme thème, "Ontario – Un Regard vers l'Avenir".

Gerald Hodge is Associate Professor of the University of Toronto's Division of Town and Regional Planning. This article is adapted from a paper he presented at CPAC Ontario Division's Fifth Annual Planning Problems and Progress Conference in Toronto, theme of which was "Ontario – A Look Ahead."

parcs, 500 centres de récréation, 415 centres communautaires, 136 bibliothèques et 64 musées sont présentement en construction.

(3) *L'augmentation de la mobilité*. Le patron de l'utilisation du terrain prend forme lorsqu'on juxtapose le facteur "mobilité accrue" au mariage des facteurs "revenus et loisirs". L'automobile a réduit l'échelle des distances en réduisant la durée des déplacements moyens. Le citoyen urbain peut choisir un habitat éloigné tout en gardant contact avec son travail ou ses autres activités. Le camion a permis l'installation d'industries dans des centres plus éloignés. Le centre d'achat régional est devenu rentable. Lewis Mumford notait dans *The City in History* que la cité demeure toujours fonctionnelle tout en étendant ses frontières, à cause de la meilleure qualité des services de communication par téléphone, télex, ordinateurs électroniques, etc. (Ils permettent tout au moins un plus grand choix de location aux diverses activités urbaines).

Les qualités de la nouvelle formule urbaine

A cause des tendances précitées, le citoyen urbain recherche maintenant son épanouissement personnel par des activités qui le forcent nécessairement à évoluer dans un milieu spatial toujours grandissant. Ce qui était jadis la "périphérie" des centres urbains n'est plus qu'une incidence banale au développement urbain. Des villes telles que Newmarket, Brampton et Markham font déjà partie intégrale du mode de vie de la métropole torontoise même si elles sont officiellement situées à l'extérieur du secteur de planification. Des villes distantes de 50 à 100 milles, ont du être considérées au cours de l'élaboration d'un récent plan pour la région métropolitaine de Vancouver et leur existence a joué un rôle important dans le processus de planification.* Le déplacement des frontières influencera tout comme il sera influencé par les nouveaux modes de vie qui reflètent la complexité et la diversité de la formule urbaine.

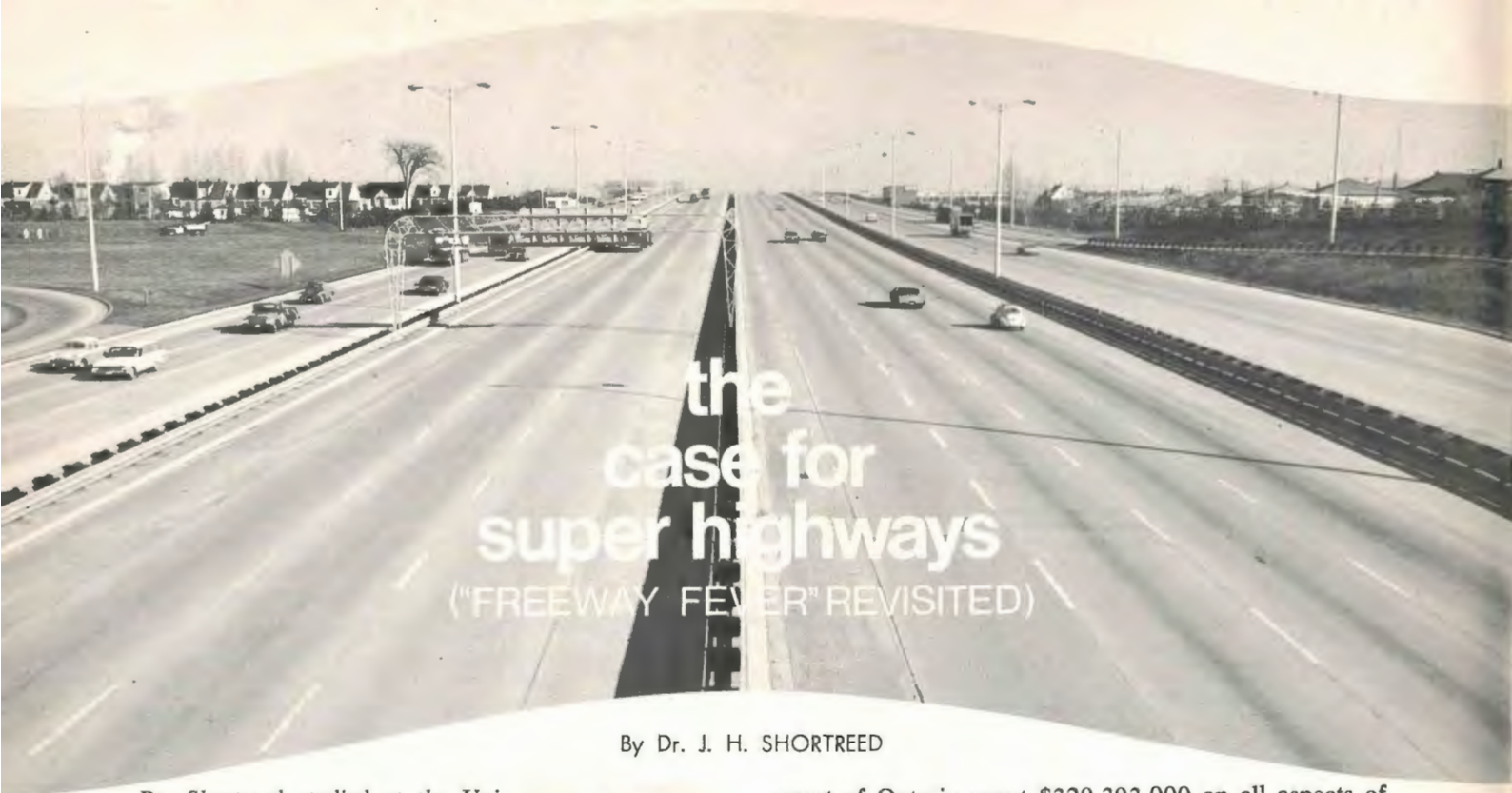
Premièrement: Le secteur géographique témoin de l'épanouissement individuel deviendra effectivement beaucoup plus étendu. Ce secteur, voué à l'expansion, comprend l'habitation et son entourage immédiat, le lieu du travail, l'école et l'université, les centres d'achats et d'affaires, les lieux de détente et de récréation ainsi que les endroits propices aux activités mondaines et familiales. La dispersion géographique des habitants et des foyers d'activités sera de plus en plus favorisée par la diversité et la rapidité toujours grandissante des moyens de déplacement. Le prix de revient de tous les systèmes de transport et communications est à la baisse. Un secteur radial de 50 milles autour de l'habitation sera le foyer normal des activités du citoyen urbain. Les facteurs strictement économiques cesseront petit à petit de jouer le rôle prépondérant dans le choix d'une location, tant pour la cellule familiale que pour la maison d'affaires. Ce changement d'attitude envers le choix d'une location, sera compensé par la mobilité accrue.

Deuxièmement: L'expansion du secteur géographique utilisable pour fins d'occupation permet un choix plus vaste d'un milieu de vie. Familles et maisons d'affaires pourront fixer leur choix sur une location parmi plusieurs dans un rayon de 100 milles d'un centre métropolitain (i.e. un voyage de deux heures en automobile). Ce choix d'un milieu d'habitation et de travail s'offrira à l'intérieur des quelques 30,000 milles carrés qui engloberont le coeur métropolitain, les petites villes, les banlieues, les cités satellites, les terres arables, les forêts et les rives de toute étendue d'eau présente dans le secteur. Le choix de l'habitat pourra combiner le rural et l'urbain par l'occupation de deux maisons ou se fixer sur l'un plutôt que sur l'autre. Cet habitat pourra prendre la forme de maisons unifamiliales ou de maisons appartements situées à l'intérieur de nouvelles villes, d'anciennes villes ou même à l'intérieur d'agglomérations autrement structurées. Les unes seront relativement accessibles aux autres.

Troisièmement: Plus le choix sera vaste, plus les décisions des citoyens urbains seront variées. Cette vérité de la Palisse ne souffrira aucune exception, que le domaine soit travail, achat, habitation, récréation ou activités culturelles. L'élargissement de l'espace englobé par les centres métropolitains contribue à exposer leurs habitants à une gamme grandissante d'intérêts commu-

conclu à la page 15

* Lower Mainland Planning Board of BC, Change and Challenge (New Westminster 1963)



the case for super highways

("FREEWAY FEVER" REVISITED)

By Dr. J. H. SHORTREED

Dr. Shortreed studied at the Universities of Western Ontario, Queen's and Northwestern, writing his Ph.D. thesis on the benefits and costs of rural freeways. Now an assistant professor of the Transportation Planning Program, University of Waterloo, he has been engaged in research on rural highways and urban transportation for the past six years.

LAST WINTER THE "REVIEW" published a series of questions, posed by Dr. Leonard Marsh of Vancouver, suggesting that rural freeways such as Ontario's 401 are a waste of money, ill conceived, a hazard to public safety and so forth. In my opinion, these suggestions are completely opposite to the truth of the matter.

Before answering Dr. Marsh's questions, I must make one observation. As an engineer, a member of my local planning board and an instructor of urban planning, it has become clear to me that the millstone around the neck of planning today is the attitude, "this is a *good* idea, don't confuse me with facts". While this attitude is disappearing, it still appears to be a main reason so many of our plans are unfulfilled and sitting on the shelf. There are great rewards in determining what the problem really is, who is involved, what are their objectives, interests, finances, and so forth. Then, with the facts available, *good* ideas and solutions will more likely result. Now to answer the questions.

Who is paying for this colossal expenditure, and how far in the future do the appalling loan-burdens run? (If none of this is paid for by the automobile corporations, it is an enormous subsidy to them.)

The public driving on the Macdonald-Cartier Freeway (401) pay for its construction and operation. Highway funds come from provincial general revenues. For the fiscal year 1965-66, it is estimated that the Government of Ontario spent $329,393,000 on all aspects of roads and streets. This includes $150,984,000 for new construction and $121,356,000 in grants to municipalities. The revenue from Ontario motor vehicle fuel taxes and license fees alone for 1965-66 are estimated at $342,539,000.*

Thus, direct payments by road users more than cover the expenditure on our roads and streets. This comparison is conservative, as there are additional road user contributions from provincial and federal sales taxes on new cars, tires, etc. and benefits from reduced accidents, as will be discussed later. It is generally agreed that about 15% of the highways budget should be paid by non-road users, since they also benefit from good roads. In fact, the research results of millions of dollars spent in this area indicate that the Ontario road user is paying about 25% more than his fair share, and is subsidizing the General Revenue Fund.

Unlike the general public who borrow on future earnings for housing today, through the use of mortgages, highway departments build for future use with today's revenues. This is a conservative approach and, in an expanding country like ours, results in a lower expenditure on highways than is justified by the benefits involved. This is, of course, true for many other public services which are not debentured. Thus, none of the construction costs of Highway 401 are paid for in the future.

If we ask the question. "Should the Government have borrowed $500,000,000 to construct the 401?", the answer is, "Yes". Considering only the revenue from taxes on gasoline used on the 401, this road could have been financed with a self liquidating 20-year debenture paying 6½% interest. There are many additional tax

* Highway Finance, Tech. Pub'ln. No. 30, Canadian Good Roads Ass'n., Ottawa, 1966.

revenues and benefits (especially savings in travel time) which would have made this an even more attractive investment.

The automotive industry, as any other industry in Canada, makes contributions to the provincial general revenues, both through direct taxes and indirectly through jobs they provide and raw materials they utilize. The combined contribution of all automotive-oriented industries in Canada to the Gross National Product is approximately 18% of the total. So as an industrial entity they make a very significant contribution to our economy. This, of course, is not necessarily a good thing, nor is it necessarily a bad one either. Since we have seen that the users of their products are more than paying for the roads and streets required, surely it would be unfair to extract additional funds from the automotive industries themselves.

Finally, throughout this discussion it should be remembered that approximately 75% of all Canadian households are car owners. That is to say, most of the public is also the road user.

How much of this half-a-billion dollars could have been better spent on modernization of railways, and on regional planning (of communities, not highways) in Ontario and Quebec — desperately needed now, and in the next decade?

Students of efficiency in government spending invariably come to the conclusion that "better spending" decisions must be left to our elected governments, guided by technological information, economic analysis and conventional wisdom. Modernization of railways is an excellent objective in itself, but allocation of funds to either highways or railways is really a question of efficiency in government spending. The usual criteria is that there should be equal benefit from the last dollar spent on either.

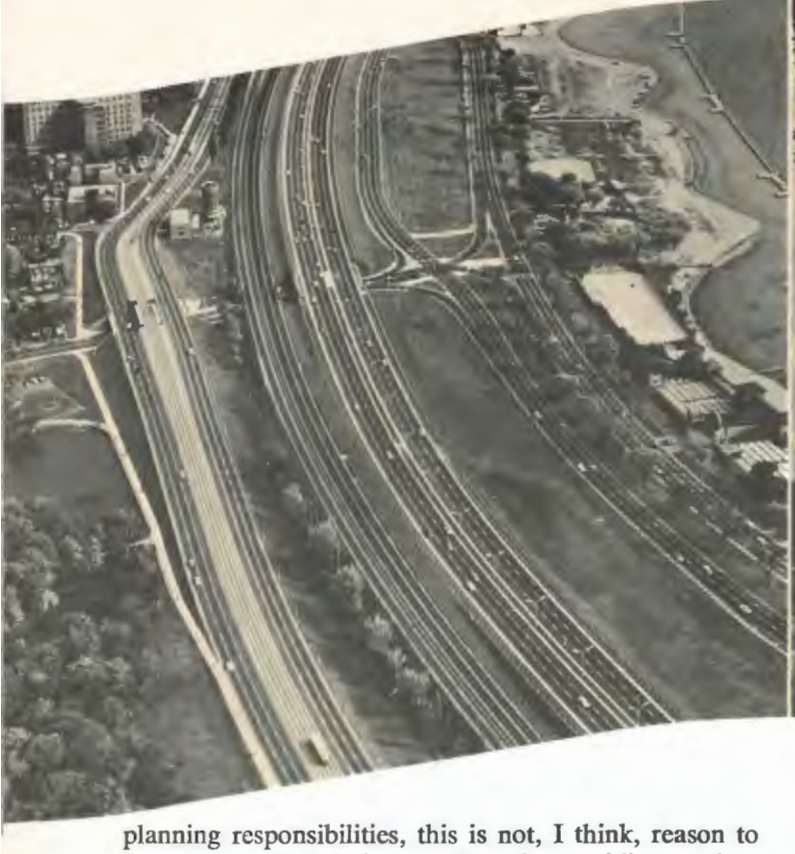
The Government of Ontario has recently become involved in the subsidization of railway commuters in the Toronto Metropolitan Area.* A $7,500,000 capital expenditure and an annual operating deficit in the millions, for the 52-mile commuter line will be paid out of highway funds. This is a special instance where there is a very high volume of rather special traffic which can be moved, with a comparable level of service, more cheaply by subsidizing deficit operations on an existing rail line (note: this project would likely not have been considered had new rail lines been required) rather than building new highways to serve this demand.

This rail service is, however, five miles away from the 401 in Toronto. There is no situation on the 510 miles of the freeway where there exists enough traffic which would willingly switch from road to rail to justify consideration of new rail facilities (unless existing rail facilities were at capacity – which they are not). The Toronto section of 401 is being widened from four to 12 lanes at an expenditure of $75,000,000. Rail facilities to handle the increased traffic would have cost many times this amount, and would not have provided as good service. It is not generally possible to substitute railways for highways, except for service to downtown areas in Metropolitan areas.**

The question of regional planning is one of allocation of resources and not a question of the efficiency of providing good regional highway service. While built for already-existing traffic, 401 has caused a considerable adjustment of regional land uses and has increased the need for regional planning. Though our provincial government may have been lax in exercising its regional

* REVIEW, Vol. 17, No. 1, pg. 7.

** Meyer, J. R., Kain, J. F. and Wohl, M., *The Urban Transportation Problem*, Harvard University Press, 1965.



planning responsibilities, this is not, I think, reason to decry some of their better efforts in providing modern and efficient highways.

Why have land values been allowed to rise so frantically along this critical route, and why has nothing been done to prevent windfall gains to landowners, real estate, and construction interests?

We live in a semi-free-enterprise system with private ownership of land. Under our laws this windfall gain or "pure economic rent" is the property of the land owner. A pure economic rent is an increase in the value of property because of its spatial location or action by someone other than the property owner. In this case the province, in constructing the road, changes the relative location of adjacent properties – bringing them closer to all other properties adjacent to the freeway. This usually increases their value.

If it is felt there are windfall gains to construction firms, then the proper recourse under our semi-free enterprise system is to form a construction firm and get some of the gravy for yourself. This will, of course, in time reduce the level of excess profits, if any do exist.

Returning to windfall gains on land created by any new transportation facility, it has been shown that these gains are limited to several miles either side of the access points to the facility. One method to retain these gains in the public purse which produces them (by building the facility) is for the government to purchase the land before constructing the road and sell the land after construction. For example, the City of Waterloo, Ontario, has done this by purchasing, for industrial land use, properties adjacent to a new freeway.

How much precious agricultural land has been taken over, ruined or sterilized? What provision, if any, has been made for conservation, park, and recreational use?

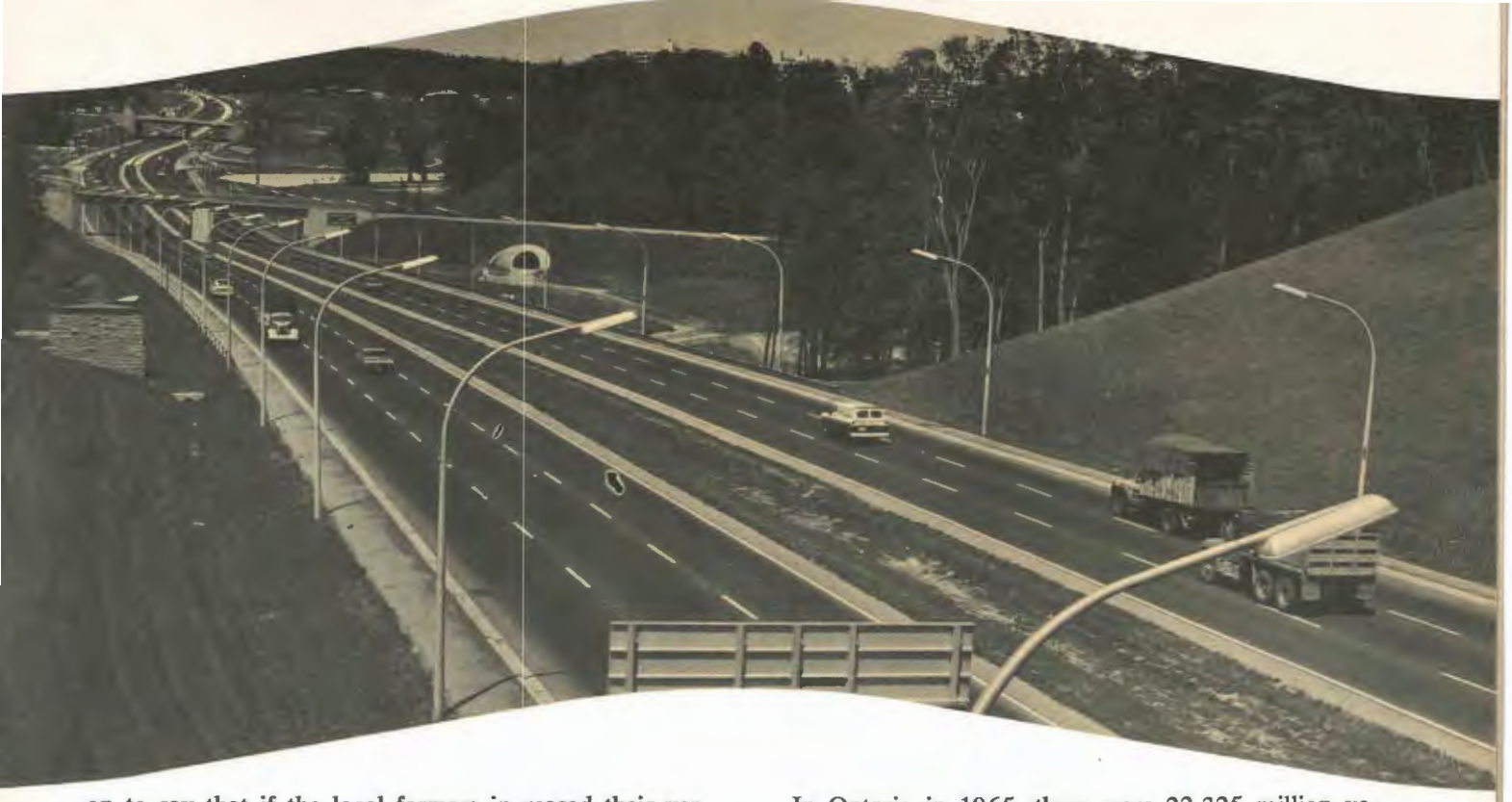
A rural freeway utilizes about 30 acres per mile; the 510 miles of Highway 401 in Ontario uses about 15,300 acres or about 24 square miles. Some of this land is prime agricultural land but a great deal is marginal or useless as farmland. As a rough estimate, about 10 square miles (or a little less than ⅓ of a rural township) is usable agricultural land.

The freeway is, however, a very efficient way to handle the volumes of cars resulting from people wanting to travel about. A 6-lane freeway with a 250-foot right-of-way can handle comfortably up to about 80,000 vehicles a day. For the same level of comfort, but at a lower travel speed, the same traffic would require approximately four 4-lane arterial roads, with 100 foot right-of-way each or a total right-of-way requirement of 400 feet.*

Use or mis-use of agricultural land has become a "sacred cow" of planning. The motto "we must save our agricultural land – it is irreplaceable" is heard everywhere. What are the facts? Agricultural land is a scarce resource as are many other resources. The scarcity is measured, rather imperfectly, by the price established in the free market. In this market suburban land for single family houses has a value of around $10,000 per acre. Good farmland commands about $400 per acre. The only conclusion we can draw is that there is a much greater scarcity of residential land than farm land or, alternately, agricultural land is not very scarce and thus not very precious.

The irreplaceability of farm land is questionable. An item in my newspaper the other day quotes the head of the farming association as saying that locally, only 50 pounds of fertilizer per acre are used, while in Kent County, up to 400 pounds per acre are used. It went

* *Highway Capacity Manual*, Special Report No. 87, Highway Research Board, Washington, 1965.



on to say that if the local farmers increased their use of fertilizer they could double their production of forage crops on their existing acreage. This indicated to me that the amount of agricultural land can be effectively increased.

As agricultural land becomes scarcer, the value will rise and the actual acreage of agricultural land will be increased, since it will then be profitable to bring what are now marginal farming acres into production. Of course, the cost of food will also rise but income levels will rise faster and the proportion of income spent on food will continually decrease as it has for the last hundred years.

There are many other pertinent arguments which are omitted here. Suffice to say that if we take agricultural land out of the "national and historical monument" category and consider it as any other scarce economic commodity, most of the misuse of agricultural land arguments become fallacious. As was mentioned before, good performance by provincial governments in the area of highways cannot be criticized for a possibly poor performance in the provision of conservation, park and recreational facilities.

What are the predictions of the traffic accidents and fatalities along this "750 miles without a stop light" in the next ten years? How much will this increase insurance rates?

Accidents are usually related to million vehicle-miles, that is, the number of cars multiplied by the miles those cars are driven. For example, if we have a section 10 miles long with 5,000 vehicles each day, then in the course of a year we have 10 x 5,000 x 365 or 18.250,000 vehicle-miles per year. If there were 36 accidents on this section in a year, the accident rate for this section would be 2.0 accidents per million vehicle-miles.

In Ontario in 1965, there were 22,325 million vehicle-miles of travel, of which 10,307 million vehicle-miles were on the provincial highways. There was an accident rate for the province as a whole of 5.8 and for the provincial highways of 2.7 accidents per million vehicle-miles. The accident rate on Provincial Highway No. 2, which parallels Highway 401, had an accident rate of 3.6. In contrast, Highway 401 had an accident rate of 1.5 accidents per million vehicle-miles.

Since Highway 401 had 2,266 million vehicle-miles of traffic in 1965, and if we assume that this traffic would othewise have used the old Highway 2, then there was a saving of 2,266 x (3.6 – 1.5) or 4,758 accidents in 1965 because of the existence of Highway 401.

Estimating $400 loss per accident, then the savings in dollars would be $1,903,200 for 1965. In terms of insurance costs the 4,758 fewer accidents represents about 4% of the 128,402 accidents in Ontario in 1965.

If we assume that 60% of insurance rates vary with the number of accidents, then we could expect insurance rates to be 2.4% lower because of the 510 miles of Highway 401. Insurance rates, as we all know, have gone up because of inflation, higher repair bills, etc., but not as high as they would have gone without freeways.*

In terms of lives, the savings in Ontario in 1965 due to the existence of Highway 401 was 96 lives. Over the next ten years, at a conservative 6% yearly increase in traffic, the total lives saved will be 1,344.

It might be argued that these savings in accidents and lives would also accrue to a railway. This is true for those trips which would use the railway. Unfortunately, these trips would be a very small portion of all trips. For example, over half the trips using the 401 are

* Detailed calculations are available from the author.

less than 10 miles long. These certainly could not use a railway. In general, only a small percentage of travel using rural highways would willingly use a railway instead.

What is to happen when these wonderful freeways become choked with traffic – as California and New York experience shows to be inevitable?

Freeways are normally designed for a 20-year life. Since the 401 was constructed about 1962 we can expect it to be fairly congested and out of date sometime in the early 1980's. At that time two things will likely happen. Firstly, it will continue to serve reasonably well the travelling needs of the public, as do present-day outdated facilities. Secondly, new transportation facilities will be designed to replace or complement the existing transportation facilities.

These new facilities will be designed to offer good service to the travelling public at a reasonable cost. It is too early to say exactly what these 20 years-in-the-future transport facilities will be, but present trends indicate they will include some sort of freeway. This freeway will allow ready access by private vehicles and will probably have automatic control over the vehicles, higher travel speeds, lower accident rates, etc.*

Utilizing the best of present day knowledge, the Macdonald-Cartier Freeway (401) was selected as a main part of the transportation system in Southern Ontario. It was planned to, and as illustrated in this article, is providing a safe, inexpensive, convenient and comfortable means of transportation. At the end of its useful life it will be replaced or complemented to meet the transportation needs then apparent, just as in our day 401 has done for outmoded facilities.

* *Project Metran*: An Integrated, Evolutionary Transport System for Urban Areas, M.I.T. Press, 1967.

The story of the automobile in California has been told many times and in many ways—with jeers, hurrahs, lamentations, and awe. And well it might. No single force has made a more destructive impact on the state's land and landscape than the auto-freeway combination. In 1967, Californians will travel almost 100 billion vehicle miles in more than 11 million vehicles. These figures are expected to double by 1980.

The motor vehicle has polluted our air, made possible the slurban sprawl which has ruined so much of our once-beautiful countryside, consumed more of our income than housing, overrun downtown areas, killed more of us than have died in all our country's wars, and yet we ask and plan for more. The State Division of Highways is spending close to $1 billion a year in an attempt to meet the demand for freeways, but the demand continues to outstrip the supply. California has under construction a 12,500-mile freeway network, including 2,165 miles of interstate routes which are 90 percent financed by the federal government. About 4,300 miles of the network are completed or under construction. When the entire network is completed in 1980, the total cost will be more than $11 billion.

It is abundantly clear that somewhere along the line we are going to have to turn to other modes of transportation if we are to avoid paving most of our cities for motor vehicle traffic. (In Los Angeles, about 60 percent of the land surface is dedicated to the automobile in freeways, streets, driveways, parking lots, garages, gas stations, etc.). But little has been done to date.

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nautaires. Les individus et les familles réagiront à ce phénomène en participant à des activités communautaires différentes, telles activités culturelles, sport, associations ethniques, organisations de charité, peu importe la distance relative entre les divers foyers de ces activités.

Les Questions et les Options

On peut assumer que l'éternelle loi de l'offre et de la demande sera toujours valable; plus il y aura d'offres, plus il y aura de demandes; plus il y aura de demandes, plus il y aura d'offres! Il s'ensuit naturellement que *plus le choix de locations sera varié, plus les décisions des résidents seront variées, et plus il y aura diversité parmi les options qui s'offriront à ceux qui s'intéressent à la planification de la forme urbaine.* Si l'on peut assumer que des épithètes telles que "urbanisation rampante", "dispersion insensée" ou "désordre extra-urbain", ont déjà influencé le citoyen dans son choix d'un habitat, on doit maintenant oublier ces rengaines. La nouvelle échelle et la diversité des facteurs à l'origine des formes urbaines nous forcent à examiner la nouvelle gamme d'options disponibles, les nouvelles contraintes qui peuvent exister et les nouveaux problèmes à résoudre afin de s'assurer d'une abondance d'espace. A la suite de cet examen, quelques questions urgentes se posent. En voici quelques-unes:

(1) *Quelle est la répartition géographique la plus avantageuse de l'incidence de la population, des emplois et des commodités?*

On croyait jadis que les deux seules alternatives étaient la supercité concentrée ou l'informe spectacle de banlieues dispersées. On doit maintenant inclure la constellation diversifiée de cités et de villes.* Il faut se souvenir qu'une très petite superficie de la nouvelle région métropolitaine est vouée au développement urbain même si nous utilisons comme norme de projection, la densité actuelle des banlieues. Des 15,000 milles carrés situés à 2 heures de voyage du centre de Toronto, seulement un septième, soit 1,000 milles carrés, sera requis pour accommoder la population de la région de l'an 2000. Il est donc possible d'agencer ces agglomérations dispersées, de mille et une façon.

(2) *Doit-on placer une limite au volume de la population?*

La Commission métropolitaine de Toronto prévoit une population de 3,000,000 en 1985 et le double de ce chiffre à la fin du siècle. Est-ce trop? Encore là, tout dépend de la répartition.

(3) *Quelle devrait être la limite territoriale d'un secteur urbain?*

Trois facteurs entrent en ligne de compte: la durée des déplacements, l'étendue des marchés pour les établissements commerciaux en plus de la conception psychologique de la nature d'une communauté.

(4) *Pouvons-nous et devrions-nous continuer à supporter l'idée de l'unique grand centre?*

La décentralisation des communautés que l'histoire avait groupée, est responsable d'une certaine détérioration physique et économique. Le taux de nos investissements en équipement pour le transport vers l'extérieur, augmente au même rythme que la dispersion de nos activités. Avons-nous les ressources nécessaires au redressement de cette situation alors que le transport centre-ville coûte très cher? Dans l'affirmative, quels genres d'activités devrons-nous prévoir pour les centres? Nos présentes structures administratives peuvent-elles suffire ou suffiront-elles jamais? L'automobile a peut-être déjà gagné la bataille et elle dictera peut-être les particularités de la nouvelle formule urbaine.*

(5) *Quelles normes devrons-nous adopter pour les services publics.*

Le coût des services d'aqueduc et d'égouts sera très élevé dans certains secteurs qu'on voudrait développer; dans d'autres secteurs, un problème de pollution surgira à moins d'un développement sur grande échelle; la répartition géographique du fardeau des taxes ne sera-t-elle pas la question relative au choix d'une des multiples options à la base de l'organisation de nouvelles communautés?

(6) *Quel est l'avenir des parcs et des grands espaces verts?*

Un des principaux avantages de la formule urbaine émergente est son respect des grands espaces verts et des paysages grandioses, et ce, dans un contexte traditionnel. Il ne faudrait pas détruire cette qualité par notre orientation du développement urbain au cours des prochains 35 ans.

Nos efforts de planification urbaine régionale devront s'orienter vers la préservation de l'espace requis pour le mieux-être spirituel de l'être humain sans empêcher pour autant l'évolution normale de formules nouvelles. Il ne faut pas non plus sous-estimer l'importance de la préservation des qualités historiques des anciennes villes d'une région, particulièrement lorsqu'on les recherche comme lieu de résidence. La planification du développement doit s'orienter principalement vers l'acquisition d'un sentiment général de mieux-être qui serait incomplet sans la proximité de la présence de terres arables.

S'il m'était permis de ne suggérer qu'un seul principe-directeur de la planification urbaine au cours des prochains 35 ans, je vous dirais qu'il est inutile de s'arrêter pour considérer l'échelle du développement. Il faut concentrer nos efforts sur la distribution et la qualité des diverses activités urbaines, i.e. "*où placer quoi*". Le planificateur doit combattre sa mégalomanie naturelle et sa phobie instinctive de l'urbanisation rampante. L'échelle s'établira d'elle-même. Ce nouveau caractère fluide du développement urbain provient de cette plus grande facilité de déplacement, de cette surabondance de temps consacrable aux loisirs et de ces revenus plus élevés. Ces facteurs sont à l'origine de la disparition graduelle des frontières, dans l'évolution de la forme urbaine.

* Catherine Bauer Wurster, "The Form & Structure of the Future Urban Complex," in *Cities and Space,* Lowdon Wingo, Jr. ed., (Baltimore: Johns Hopkins, 1963), 73-102

* Lowdon Wingo, Jr., "Urban Space in Policy Perspective," in *Cities and Space*, op. cit., 3-21

THE COMMUNITY PLANNING ASSOCIATION OF CANADA'S
CENTENNIAL YEAR NATIONAL PLANNING CONFERENCE
based on the theme: "Man in His Community: Today's Challenge"

WHAT

SUNDAY OCTOBER 8th, TO WEDNESDAY, OCTOBER 11th, 1967
with a post-conference visit to Expo 67, October 11–12,
for delegates who so signify in advance.

WHEN

OTTAWA, ONTARIO — CANADA'S CAPITAL CITY
Plenary, discussion group, and social meetings in the Chateau Laurier.
Conducted tours of the National Capital Region and Gatineau Park.

WHERE

PLANNING FOR "MAN IN HIS COMMUNITY" OF THE FUTURE
Before we can decide what should be done,
we must evaluate present and foreseeable problems.
The program has been drawn and
participants selected with these objectives in mind.

WHY

CITIZENS PREPARED TO DETERMINE CANADA'S DEVELOPMENT
IN HER SECOND CENTURY.
Are you concerned about the forces at work in our environment?
Are you willing to help shape these forces
for the benefit of yourself and your neighbours?
If so, you will attend this CPAC-sponsored conference.

WHO

CENTENNIAL YEAR'S unprecedented demand for hotel accommodation in both Ottawa and Montreal makes it more important than ever that delegates book rooms well in advance for CPAC's National Planning Conference, beginning in Canada's Capital City on Thanksgiving week-end.

The Chateau Laurier management has advised that they cannot guarantee accommodation for persons who do not reserve same at least two weeks before their expected date of arrival. They have also stated the hotel will not be able to extend reservations beyond the 2.00 p.m. check-out time on Wednesday, October 11, as another group of convention delegates will be arriving that afternoon.

Those wishing to reserve accommodation in the Berkeley Hotel, Montreal, on October 11 and 12 for the post-Conference visit to Expo '67 should do so by advising CPAC National Office as soon as possible. The 50 double or twin-bedded rooms being held for CPAC members will be allocated on a first-come, first-served basis and it will be virtually impossible to obtain further reservations once this block has been booked.

All hotel reservations for the Conference in Ottawa and the post-Conference visit to Montreal must be made through the CPAC National Office, 425 Gloucester Street, Ottawa 4, Ontario. Do not reserve directly with the hotel.

Preliminary Conference programs and advance registration forms will be mailed to all members in June. Additional forms will be available from any CPAC Divisional Office after July 1, 1967.

QUOI

CONFÉRENCE NATIONALE D'URBANISME DE L'ASSOCIATION CANADIENNE D'URBANISME POUR L'ANNÉE DU CENTENAIRE, ayant comme thème: "L'Homme dans sa Communauté—Le Défi".

QUAND

DIMANCHE, 8 OCTOBRE À MERCREDI, 11 OCTOBRE, 1967, suivie d'une visite à Expo '67, les 11 et 12 octobre, pour les délégués qui en auront au préalable indiqué leur intention.

OÙ

OTTAWA, ONTARIO—CAPITALE DU CANADA.
Assemblées plénières, discussions en groupe et événements sociaux au Chateau Laurier.
Tours guidés de la région de la capitale nationale et du Parc de la Gatineau.

POURQUOI

LA PLANIFICATION POUR "l'HOMME DANS SA COMMUNAUTÉ" DE DEMAIN.
Avant de décider ce qu'il faudrait faire,
il faut evaluer les problèmes actuels et prévisibles.
Le programme a été dressé et les participants
choisis compte tenu de ces objectifs.

QUI

LES CITOYENS DISPOSÉS À INFLUENCER LE DÉVELOPPEMENT DU CANADA AU DÉBUT DE SON DEUXIÈME CENTENAIRE.
Êtes-vous intéressé aux efforts à l'oeuvre dans notre environnement?
Êtes-vous disposé à orienter ces efforts à votre avantage
et celui de vos voisins?
Dans l'affirmative, vous assisterez à cette conférence commanditée par l'ACU.

DUE À LA DEMANDE exceptionnelle d'accommodations d'hôtel à Montréal ainsi qu'à Ottawa à l'occasion de l'an du Centenaire, il devient plus important que jamais que les délégués réservent leurs chambres bien à l'avance pour la Conférence nationale d'urbanisme de l'ACU, débutant dans la capitale canadienne lors de la fin de semaine de la fête de l'Action de Grâce.

Les représentants du Château Laurier ont averti qu'ils ne pourraient garantir aucune accommodation pour toute personne qui n'aura fait de réservation au moins deux semaines avant sa date prévue d'arrivée. Ils ont aussi affirmé que l'hôtel ne pourrait retenir les réservations au-delà du temps de départ fixé à 2 heures p.m., mercredi, le 11 octobre, puisqu'un autre groupe de délégués arrivera en ce même après-midi.

Ceux qui désirent des accommodations à l'hôtel Berkeley, à Montréal, les 11 et 12 octobre, pour la visite à l'Expo '67 qui devra suivre la Conférence, devront le faire en notifiant le Bureau National de l'ACU à Ottawa aussi tôt que possible. Les 50 chambres, double ou à lits jumeaux, retenues pour les membres de l'ACU, seront réservées par ordre de demande et il sera quasi impossible d'obtenir d'autres réservations une fois que ces 50 chambres auront été louées.

Toutes les réservations d'hôtel, pour la Conférence à Ottawa et la visite à Montréal qui s'ensuivra, devront se faire par l'intermédiaire du Bureau National de l'ACU, 425 rue Gloucester, Ottawa 4, Ontario. N'entreprenez pas de faire vos réservations directement à l'hôtel.

Des programmes préliminaires de la Conférence et des formules d'inscription à l'avance seront envoyés à tous les membres en juin. Des formules additionelles seront disponibles après le 1 juillet 1967, au local de votre division de l'ACU.

urban research in canada

CLOSE TO $500,000 has been granted in support of 50 Canadian urban studies by the Canadian Council on Urban and Regional Research (CCURR) in the past five years. Conducted in Canadian universities and municipalities, these research projects have resulted in greater understanding of a wide variety of problems and needs among administrators and practitioners in the field of community planning.

The Council was created in 1962 as a non-profit organization consisting of 60 members representing federal, provincial and municipal governments, the universities, professions, corporations and voluntary associations. An annual grant from Central Mortgage and Housing Corporation supports the operation of a small secretariat, under the direction of CCURR Executive Officer Alan Armstrong, at Suite 308, 225 Metcalfe St., Ottawa 4, Ont. Bulk of the money awarded as research grants and fellowships comes from the Ford Foundation, but donations from individuals and corporations in Canada (income tax deductible) are welcomed.

Council President Eric Beecroft, professor and head of the Department of Political Science at the University of Western Ontario (and a former national director of CPAC), recently announced CCURR will financially assist these four research projects this year:

• **The Metropolitan Corporation of Greater Winnipeg** receives a grant of $15,500 in support of research to be carried out in co-operation between the Planning Division of the Corporation, directed by Mr. George Rich, and the Transportation Division (formerly Traffic Research Corporation) of the Toronto consulting firm of Kates, Peat, Marwick & Co. Mr. Hugh Fullerton will direct the team of consulting analysts.

This research will be addressed to the basic challenge in long range urban planning, namely the ability to predict the future development of land use. Systematic methods, in the forms of mathematical models, have been developed by the consulting firm to predict patterns of metropolitan growth from the Boston Regional Planning Project. The availability of comprehensive and up-to-date information on land use and transportation in Winnipeg, produced for the recently completed Metropolitan Transportation Study, provides an opportunity to test these methods in a Canadian context. Total budget of the study is $34,000. In addition to direct financial support, the Metropolitan Corporation of Greater Winnipeg will contribute staff time from its Planning Division and its Streets and Transit Division.

• **Pictou County Regional Planning Commission,** in Nova Scotia, is granted a further $2,500 in support of a study of the possible co-ordination of municipal services for the towns of Pictou County carried out by the Institute of Public Affairs of Dalhousie University, directed by Mr. Guy Henson. Research is directed by Mr. Lawrence Sandford, Municipal Administration Associate of the Institute.

This study also enjoys the financial support of the Nova Scotia Department of Municipal Affairs and of the towns of New Glasgow, Stellarton, Westville and Pictou, each having a representative on the Pictou Municipal Coordination Study Steering Committee. The investigation will be of great value to the County, which is experiencing problems of change and adjustment due to the disappearance of long-established industries and the installation of entirely new types of industry. Many other Nova Scotia municipalities facing the same problems will be interested in the results of this study. A first Council grant of $3,000 was made last year.

• **McGill University,** Montreal, receives a grant of $9,100 in support of research directed by Professor Roger G. Krohn in the Department of Sociology and Anthropology. In the complex process of transformation of good residential neighbourhood into "transient" and ultimately slum areas, there is a significant gap in our understanding as far as the social and economic relations between landlords and tenants are concerned.

In this study begun last fall, Professor Krohn and three graduate assistants will attempt to throw light on these questions by gaining an intimate knowledge of the social groups involved and their various transactions in three areas of Montreal reputed to be in dif-

photo: Capital Press

Officers of CANADIAN COUNCIL ON URBAN AND REGIONAL RESEARCH

seated: (left to right)

Meyer Brownstone, *Director;* Professor of Political Economy, University of Toronto.

J. Everett Brown, *Director;* Deputy Minister of Municipal Affairs of British Columbia.

C. N. Kushner, *Member, Research Advisory Committee;* Director, Manitoba Urban Association; Mayor, West Kildonan.

Jean-Marie Martin, *Chairman, Research Advisory Committee;* President, Superior Council of Education, Quebec; Professor, Laval University.

Eric Beecroft, *Chairman of Council;* Professor of Political Science, University of Western Ontario.

standing:

Robert Cournoyer, *Research Officer;* sociologist.

Cyril Henderson, *Member;* Manager, District of West Vancouver.

Donald MacDonald, *Director;* Director of Streets and Transit, Metropolitan Winnipeg.

Stanley Price, *Member;* City Manager, Saint John, N.B.

Humphrey Carver, *Director;* Chairman, Advisory Group, Central Mortgage & Housing Corp.

William McCance, *Member, Research Advisory Committee;* Director of Research, National House Builders' Association.

Alan Armstrong, *Executive Officer;* town planner.

ferent stages of the transformation. While the formation of slum areas has been so far considered primarily a result of the economic forces affecting land use in the city, Professor Krohn's research will assess the influence of social factors such as the different attitudes and expectations of the diverse groups coming in contact in the low-rental areas of a metropolis.

• To the **University of Sherbrooke** goes a grant of $7,500 allowing a team of geographers directed by the department chairman, Dr. Jean-Bernard Racine, to study the many facets of the growth of metropolitan Montreal in the "South Shore triangle" limited by the St. Lawrence and Richelieu Rivers and the U.S. border.

This is a pilot project in a long-term research effort on the processes of the transformation of this formerly rural area into an urbanized region living in close relationship with the metropolis. Using a great variety of municipal and other data sources, the study will focus especially on the role of the transportation network and the appropriation of rural land by urbanites in furthering the urbanization of the triangle.

In addition to the research grants, CCURR has awarded Urban Studies Fellowships for advanced work in Canadian universities to 17 individuals since 1963. This year three fellowships were awarded, having a total value of $19,000.

The successful candidates are Mr. Pierre Lamonde, who is working on his doctoral degree program at Laval University, Quebec City; Mr. Gilles Picard, conducting a research study at Laval on the educational problems of the urban poor; and Miss Kathleen Storrie, a post-graduate sociology student at Dalhousie University, Halifax, who is researching the problems of people from rural areas in adjusting to city life.

The losing battle against dutch elm disease

By M. D. KIRK
Field Officer, North Grey Region
Conservation Authority,
Owen Sound, Ont.

Unwelcome invaders from other countries — apart from the human variety — have waged destructive wars on defenseless trees in Canada over the years. The American Chestnut, for instance, was virtually exterminated 50 years ago by the Chestnut Blight, a fungus accidentally introduced from China. The arrival of the Dutch Elm Disease from Europe in 1930 has proved to be an even greater disaster. This scourge is deadly, almost uncontrollable, and spreads at an explosive rate.

The white or American elm (Ulmus americana L.) is (or was) the most stately, beautiful and abundant of several native species — a classical feature of both urban and rural scene from sub-tropical Florida to the severe climate of Quebec, from the humid Atlantic seaboard to the dry, wind-swept prairies. It can grow in almost any soil, tolerate swamps or droughty soils, and withstand the harshest city conditions unfavourable to other shade trees. In New England, the Maritime Provinces, St. Lawrence Valley and lower Great Lakes region, the elm's unique deliquescent form — "like an inverted feather duster" — was so widespread as to be the very essence of the landscape, summer or winter. The elm survived the clearing of arable lands for farming, seeding in along fence bottoms and roadsides.

Canadians planted this "queen or horticultural trees" to arch over their residential streets, to frame and disguise their often ugly buildings, to lend dignity to a university campus, or to stand as sentinels in their cemeteries. The elm is a profound part of the culture of North Americans, the subject matter of much of their literature and history. The 18th Century French botanist-explorer, Andre Michaux, described the American elm as "the most magnificent vegetable of the temperate zone".

On the prairies, where few trees can grow, the elm almost alone is capable of withstanding the rigours of the climate. Hence, pure stands of elm grace the streets of mid-western towns, and shelter the houses from the harsh sun. Elms have always guarded riverbanks from

Canadians planted elms to arch over their residential streets . . . after attack, tortured stubs resemble shelled woodlands of World War I.

erosion, shaded the cattle at noonday, formed protective windbreaks, and, in a sense, preserved fence bottoms from destruction. In these strip habitats, much of our remaining wildlife hitherto found refuge. After the elms die, farmers frequently carve out larger fields with a bulldozer.

In Canada, the ecological and aesthetic values of the elms surpass their economic value. Until recent years the American elm was the poor relative among North American hardwoods, its lumber considered inferior for several reasons to that of the European elm. However, as the supply of more valuable species diminished, the value of elm increased, aided by better kiln-drying methods. In lowland woods, elm became the principal commercial tree, and its replacement will be difficult, for few quality hardwoods can tolerate a wet site.

North American elms are extremely susceptible to Dutch Elm Disease. In fact, no resistant strain has yet been discovered. Trees once infected seldom recover. Since the introduction of the disease to eastern United States 37 years ago, it has spread across the continent, desolating the rural landscape and city streets wherever elms predominated. After a concentration of disease-killed elms have decayed and lost their outer branches, the forest of tortured stubs resembles the shelled woodlands of World War I battlefields.

To the urban home owner with a large elm on his grounds, Dutch Elm Disease can be a considerable financial setback. He cannot leave the killed tree to fall on his house, service wires, or his children. Removal costs in these cases are high and can only be carried out by skilled crews.

Following the original discovery of Dutch Elm Disease, the U.S. Department of Agriculture made a serious effort at eradication but abandoned the project after a few years when the disease continued to spread. A separate introduction from Europe appeared near Quebec about 1940, despite a Canadian embargo on elm plants initiated in 1928. The embargo failed to include all elm material, and it is believed that the fungus car-

Dutch Elm Disease is deadly, uncontrollable and explosive (as shown at left). Removal of dead elms is a necessary preventative in many Canadian communities (as above).

rying bark beetles arrived in the bark on packing boxes.

In many cities and towns control of the disease is successfully carried out by constant and meticulous sanitation — the prompt removal of all dead or dying elms to avoid infection of remaining trees. For example, 15 years ago the city of Syracuse, N.Y., faced the loss of its 300,000 elm shade trees. To avoid this economic and aesthetic disaster, the city began a rigid control program which has held elm losses at about 1% annually. The costs of control are considerably less than they would have been if the disease had been allowed to go unchecked. Unfortunately, some Canadian communities have let the disease run rampant through their streets and parks, leaving behind an asphalt jungle studded with stumps.

Since the elm bark beetles carry the disease from tree to tree while feeding, original control programs employed pesticide sprays to kill the beetles. After frequent sprayings, DDT accumulated in the ground below the elms, impregnating the earthworms. This in turn led to heavy bird mortality in controlled areas. Disease control by spraying has now been abandoned.

Various systemics are being tested to prevent infection, but none of these have to date proved themselves effective or economic enough for mass application. Predators and parasites of the elm bark beetle, which could be applied as biological controls, also appear to be ineffective or lacking in North America.

Horticulturalists are attempting to breed hardy elms resistant to Dutch Elm Disease, so far with little success. The introduced Chinese elm, formerly immune, is now dying from Dutch Elm Disease.

Will the American elm follow the chestnut into oblivion? Authorities hold various views, but the evidence is on the side of the pessimists. In widespread areas where the disease has been present for many years the elms are gone, and it would appear that elsewhere extinction is only a matter of time. Except where rigid control programs are in effect, the American elm may well be a living fossil.

WAR ON POVERTY IN N.B.

CANADA'S FIRST large-scale attempt to rescue a whole area of the country from the grips of poverty and ignorance has been undertaken by the Federal and New Brunswick governments. Over the next ten years $114 million will be spent by the two governments on comprehensive rural development plans for the northeast and Mactaquac areas of New Brunswick.

Costs will be shared by the governments through the new Fund for Rural Economic Development (FRED), the Agricultural Rehabilitation and Development Act (ARDA) and other federal and provincial programs. Ottawa will contribute 75 per cent of the total cost.

The huge project will affect the lives of 116,000 persons who live in one of the most economically depressed areas of Canada. The two areas concerned are 3,350 square miles around the towns of Dalhousie and Campbellton on Chaleur Bay, and a smaller area along the St. John river near Fredericton.

Residents around Chaleur Bay are mainly French-speaking Canadians of Acadian origin. About one-third of the working force is unemployed or chronically under-employed. Per capita income is $500 a year, one-third the national average. Only 36 per cent of the work force have gone beyond Grade 4, and many teachers in the country schools have never received more than a Grade 8 or 9 education themselves.

For the last two years provincial and federal experts have studied the areas to develop a formula that would bring an end to the cycle of poverty that has moved from one generation to another.

Highlights of the plan for the northeast area:
(See map page 24)

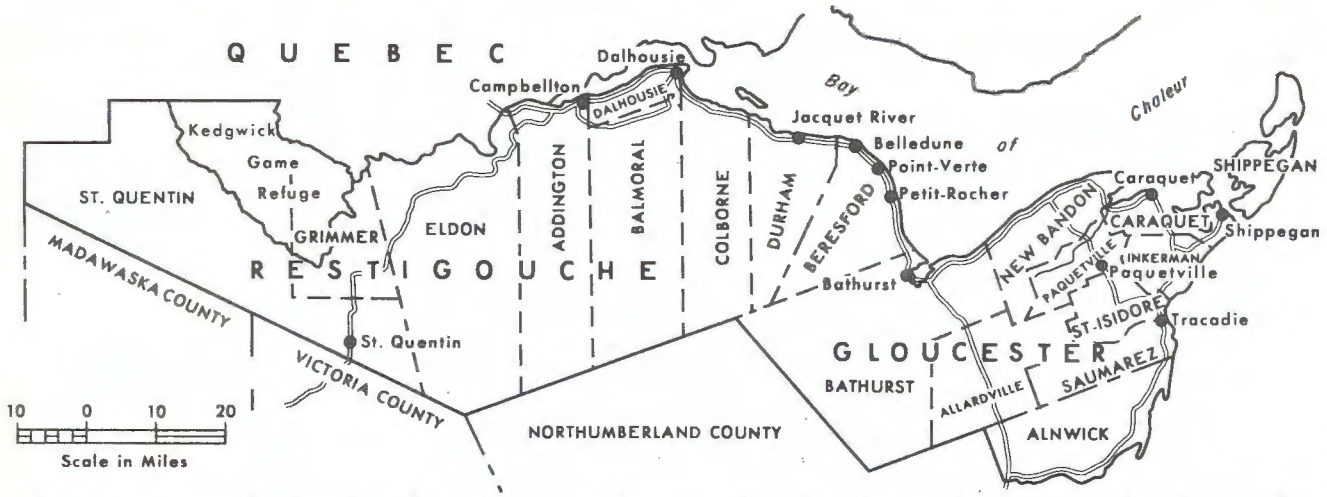
- More than $93 million will be spent on programs designed to raise the level of education. Training and relocation assistance will be offered to those who seek new job opportunities, as well as improved housing, social services and the development of the renewable resources.
- Education and training programs will involve the consolidation of school districts, modernization of school facilities, expansion of the teacher training program and enrichment of the curriculum. Educational television, through a closed-circuit system, will speed up education progress. Assistance will be provided for technical and vocational training for about 700 workers a year, and educational programs for 2,000 to 2,500 adults a year.
- Land use adjustment, farm consolidation and land development programs intended to increase the productivity of the land will also enable rural residents to sell their land, if they wish, and to move closer to centres that offer more opportunities and better education. The province may purchase the land for forest, agricultural and conservation projects. It may also offer land to farmers who need to expand their operations.
- A re-establishment grant of up to $2,400 will be allocated to families who sell their land and choose to move to an approved growth centre. Their moving costs will also be paid. Where necessary, individuals aged between 55 and 65 who are affected by the program will be ensured a minimum level of income of $1,200 a year until they reach age 65.
- Major housing projects will be developed for families who move to growth centres. Road construction and improvement will be undertaken where it is essential to rural development programs. For inshore fisheries, a rationalization program will consist mainly of training, regulation and relocation of surplus manpower. Other assistance will be provided for an industrial park, development of recreational facilities and improvement of physical conditions, including forestry and agricultural projects not covered by other parts of the agreement.

The Mactaquac plan involves nearly $21 million to be spent over a 10-year period:

- A voluntary land-purchase program to consolidate small land units into viable agricultural and forest holdings. These lands will make up a 90,000-acre land bank from which land may be drawn through sale or lease and converted to other uses. It is expected that some 20,000 acres of this land will be re-allocated to agriculture and 64,000 acres to forestry.
- Creation of a revolving fund, initially set at $1 million, to finance the land purchase scheme.
- Farm consolidation and re-establishment grants.
- Establishment of well-managed forest reserves to ensure an adequate supply of wood for the forest industry.
- Improvement of recreational facilities, including the development of historic attractions, a major recreational site near the Mactaquac dam, and a system of parks within the region.
- Establishment of a town site in the central part of the region to regroup and modernize commercial and institutional services.

The New Brunswick project marks a significant milestone in the development of the five-year old ARDA program. In its early stages, ARDA had been concerned with comparatively small projects in all ten provinces. Now, it has moved into the more complex field of area development. The project also has its significance in the field of federal-provincial relations, for it has brought into play comprehensive consultation and co-ordination of federal and provincial programs under one joint effort.

LA LUTTE CONTRE LA PAUVRETE AU N.B.



Le gouvernement du Canada et le gouvernement du Nouveau-Brunswick ont conclu un accord en vue d'arracher une région entière du pays à la pauvreté et à l'ignorance; il s'agit d'un effort d'une envergure sans précédent au Canada.

Au cours des dix prochaines années, les deux gouvernements consacreront $114 millions à la réalisation d'un plan, visant au réaménagement complet de la région nord-est du Nouveau-Brunswick et du bassin de la Mactaquac.

Ce programme à frais partagés s'inscrit dans le cadre du nouveau fonds de développement de l'économie rurale (FRED), de la loi sur le développement agricole et rural (ARDA) et de divers autres programmes fédéraux et provinciaux. La participation du gouvernement fédéral représentera 75 p. cent du coût total. Les régions qui seront réaménagées comptent parmi les plus déshéritées du Canada. La première couvre une superficie de 3,350 milles carrés autour des villes de Dalhousie et Campbellton, sur la Baie des Chaleurs, et une deuxième région plus petite comprend les terres en marge de la rivière Saint-Jean, près de Frédéricton. Environ 116,000 personnes peuplent ces deux régions. Dans la région de la Baie des Chaleurs, la plus grande partie de la population est francophone, d'origine acadienne. Environ le tiers de la main-d'oeuvre disponible est soit en chômage, soit insuffisamment employée. Le revenue individuel est de $500 par an, soit le tiers de la moyenne nationale.

Seulement 36 p. cent de la main-d'oeuvre a reçu une instruction scolaire pendant plus de quatre ans; souvent dans les campagnes les maîtres n'ont eux-mêmes poursuivi leurs études que jusqu'à la 8e ou la 9e année.

Depuis deux ans, des experts provinciaux et fédéraux ont étudié les deux régions pour déterminer les causes exactes du marasme chronique.

Dans la région nord-est de la province les principaux aspects du plan sont les suivants:

- Investissements de plus de $93 millions pour relever le niveau de l'enseignement; une aide sera accordée aux chômeurs qui désirent recevoir un apprentissage professionnel ou aller s'établir dans une autre localité; le programme prévoit aussi l'amélioration du logement et de services sociaux ainsi que l'exploitation des richesses naturelles renouvelables.
- Amélioration de l'enseignement général et professionnel; regroupement des districts scolaires, modernisation des écoles, relèvement des normes pour la formation du personnel enseignant, et amélioration des programmes d'études. L'éducation au moyen d'émissions télévisées en circuit fermé accélérera le rythme de l'éducation. Chaque année, sept cents travailleurs environ pourront recevoir une aide qui leur permettra de suivre des cours techniques et professionnels; enfin, chaque année, deux mille à deux mille cinq cents adultes pourront suivre des cours de perfectionnement.
- Réaffectation des terres exploitées; regroupement des exploitations agricoles, mise en valeur des terres, amélioration de la rentabilité des exploitations. Les propriétaires d'exploitations non rentables seront encouragés à vendre leurs terres et à venir s'installer près des localités où les possibilités d'emploi sont meilleures, et où le niveau de l'enseignement est plus satisfaisant. La province pourra acheter les terres abandonnées et les affecter, selon les circonstances, à l'exploitation forestière, à l'agriculture ou à la conservation. Elle pourra aussi les revendre aux cultivateurs qui désirent agrandir leur exploitation.
- Prime d'établissement pouvant aller jusqu'à $2,400 pour les familles qui désirent vendre leurs terres et s'installer dans un centre d'expansion désigné. Les frais de déménagement seront aussi payés. En cas de nécessité, les personnes âgées de 55 à 65 ans qui satisfont aux conditions prévues par le programme pourront pré-

tendre à un revenu annuel minimum de $1,200 jusqu'à l'âge de 65 ans.

• Impulsion vigoureuse à la construction de logements pour les familles nouvellement arrivées dans les centres d'expansion. Construction et amélioration des routes essentielles au développement ordonné des campagnes. Réorganisation de la pêche côtière, avec cours de formation; réglementation de l'emploi et redistribution géographique de la main-d'oeuvre excédentaire.

Le programme prévoit également l'aménagement d'un parc industriel, le développement d'aménagements récréatifs et l'amélioration du milieu naturel, comprenant notamment des projets d'exploitation forestière et agricole non prévus par les autres parties de l'entente.

Dans la région de la Mactaquac, le plan prévoit:

• Des investissements d'environ vingt-et-un millions de dollars au cours des dix prochaines années.

• L'achat facultatif de terres, qui permettra de regrouper les parcelles et de créer des exploitations agricoles et forestières rentables. Ces terres constitueront une réserve d'environ 90,000 acres; elles pourront être affectées par contrat de vente ou de louage à des utilisations nouvelles. On prévoit que quelque 20,000 acres seront affectées à l'agriculture, et 64,000 acres à l'exploitation forestière.

• La création d'un fonds de roulement de un million de dollars (pour l'instant) pour financer l'achat de terres.

• Le regroupement des exploitations agricoles et des subventions à la réinstallation.

• La création de réserves forestières pour assurer à l'industrie du bois des approvisionnements adéquats pour l'avenir.

• L'amélioration des aménagements récréatifs, comportant l'aménagement de parcs historiques, d'un vaste parc de récréation près du barrage de la Mactaquac et d'un réseau de parcs par toute la région.

• La création d'un centre d'urbanisation dans la partie centrale de la région pour regrouper et moderniser les services commerciaux et institutionnels.

Le projet du Nouveau-Brunswick marque une étape importante dans l'évolution d'ARDA, qui a maintenant cinq ans. A ses débuts ARDA ne s'est intéressé qu'à des projets de moyenne envergure, dans les dix provinces du Canada. Maintenant ARDA s'intéresse au domaine plus complexe du développement régional. Le nouveau plan d'aménagement du Nouveau-Brunswick représente aussi une étape importante dans les relations fédérales-provinciales; parce qu'elle a nécessité une consultation et une co-ordination de tous les instants entre les deux paliers de gouvernement.

CENTENNIAL CAROUSEL

THE CANADIAN ARMED FORCES are playing a large part in Canada's centennial celebrations, by taking one of the greatest road shows in Canada's history across the nation. Scheduled to appear at 45 locations from April to October, the Tattoo features music, pageantry, colour-sweeping spotlights, history, action, comedy, fantasy and variety.

Throughout the performance, authentic costumes or dress uniforms including the weapons, accoutrements, and the music, songs and drill for the era depicted are used to portray key and interesting activities of Canada's Armed Forces during the last 300 years.

Two identical casts of 350 servicemen each toured Canada this spring, performing in arenas on two and three night stands. They travelled in two special trains, which include accommodation, messing and recreation facilities for the troops in addition to transporting stage requirements, such as sets, props and auxiliary lighting equipment.

On reaching Victoria, B.C., the casts of the two trains combined and with additional troops from the areas concerned, the larger stadium shows schedule this summer includes appearances at Victoria, Vancouver, Ottawa, Expo 67, Quebec City, Niagara-on-the-Lake, Toronto and Hamilton. The shows at Expo 67 and Toronto's CNE are planned to feature close to 1500 performers.

The Canadian Armed Forces Tattoo of 1967 is the most ambitious ever produced for the Canadian public. Playing from coast to coast, it is certain to bring to all Canadians a feeling of pride in, and a better understanding of, their country's military heritage.

NEWS, VIEWS, AND NOTICES

HOUSING GOING UP?

"Centennial year may mark the end of the housing doldrums and the beginning of clearer sailing ahead for housebuilders", forecasts Donald B. Kirkup, research director of the Toronto Real Estate Board.

He cites these as the main factors pointing to a more buoyant outlook:

More Canadians need more housing. Although the birth rate has slipped from 28.2 per thousand in 1957 to 21.4 per thousand in 1965, the number of Canadians seeking shelter is increasing all the time. Immigration is climbing – 1967 figures may rise to 250,000 compared with approximately 200,000 last year and 146,000 in 1965. The number of new families is also rising. The estimated figure for 1966 is 45% increase over the 82,700 net family formations in 1965. The estimate for 1967 is 135,000.

Population is increasing faster. It took 100 years for the Canadian population to number 20 million; in the next 35 years the population will rise to 50 million, if the present rate of increase continues.

Canada will urbanize at a far greater rate in the next 35 years than she did in the first 100 years of her existence as an independent nation. Today one-third of Canadians live in only eight major cities.

Over the long term, the number of dwelling units needed will double over recent building rates. This country needs to start building 300,000–350,000 dwelling units – single family houses, semi-detached houses, apartment suites, duplexes, and triplexes – per year from now to the year 2000. Housing starts in 1966 were an estimated 135,000. The record year in the housebuilding industry was 1965 when 166,500 starts were made.

MODEL CITIES PROGRAM

The U.S. Government's newest program for improving urban areas – the Model Cities Program – is already having significant impact, according to Arthur D. Little, Inc., the international research and management consulting company. For the first time in a number of cities, "the problems of planning a Program application have brought together city agencies that have never before met in the same room." It is evident, too, that new groups of citizens and private firms are being brought into the development effort, thus strengthening the abilities to cope with their problems.

The Model Cities Act (formerly called the Demonstration Cities Act) was passed on November 3, 1966. To date, Congress has appropriated only enough money for a limited number of cities to undertake the initial planning phase. Competition for the funds is keen.

Differing from previous renewal legislation, this Act places in the hands of city officials the primary responsibility for developing and implementing plans, and co-ordinating the actions of a variety of city agencies and neighbourhood groups. (Usually, the Federal Government provides encyclopedic guidance manuals, leaving city officials with little opportunity to innovate.) Another distinguishing characteristic of the Act is the comprehensiveness of the proposed effort. In addition to rebuilding and revitalizing blighted areas, the Program calls for co-ordinated social and economic action to expand job opportunities, reduce dependency on welfare payments, improve educational and cultural opportunities, combat disease and ill health, and reduce crime and delinquency.

BERLIN CONGRESS

The 1967 Annual Congress of the International Federation for Housing and Planning will be held in Berlin from August 27 to September 2, under the patronage of the President of the Federal Republic of Germany, Dr. H. Lübke.

"Urban Renewal and the Future of the City" is the theme of this year's congress. Tours of West and East Berlin form part of the program, and four post-congress study tours of Germany have been arranged.

Further details may be obtained from the Federation Secretariat, Wassenaarseweg 43, The Hague, Netherlands.

INDIAN COMMUNITY IMPROVEMENT

Many Canadian Indian communities are undergoing major physical improvements during Centennial Year. Several feature housing programs administered by Band Councils, recently granted an increased measure of responsibility for the conduct and management of their reserves.

Indian Affairs Minister Arthur Laing explains the housing activity is part of an over-all community improvement program on which his department will spend an estimated $112 million. During the next five years, $75 million of this will help relieve the housing shortage in Indian communities. Band funds and personal contributions from the residents are also being used.

In Manitoba, of 440 housing units planned for 40 reserves this year, more than half have already been completed. As in other provinces, several Indian communities have now been laid out by professional planners to allow for extension of services from adjacent communities. They are subdivided for residential, commercial and industrial uses.

On its reserve 30 miles south of Sarnia, Ont., The Walpole Island Band Council has recently undertaken full administration of its own housing project. The Band, under Chief Burton Jacobs, was the first in Canada to assume a large measure of self-government about a year ago.

Once a Band Council agrees to assume responsibility for its housing program, the Indian Affairs Branch makes a financial grant. One provision is that construction of all houses under this scheme must conform to specifications of the National Building Code.

FREE FILMS

Crawley Films Ltd. latest edition of its "Directory of Sources of Free 16-mm. Sponsored Films" lists 481 sources – companies, associations, institutes, embassies, government departments, etc. Most of the films are in colour and many are in French language versions. This directory is available free of charge from any Crawley office in Canada.

"National Film Board Salutes Canada's Centennial" is the newest NFB catalogue, listing films particularly pertinent to this year's birthday celebrations. It may be obtained from your nearest NFB regional or district office.

STATIONARY TRAILERS

Mobile homes, already the lion's share of the low-cost housing market in the United States, are becoming less mobile and more acceptable as their architectural design improves.

More than three out of every four single family homes selling for $12,500 or less last year were "trailers"; and almost half of all mobile home owners were skilled workers or professionals.

Max S. Wehrly, executive director of the U.S. Urban Land Institute, notes in a recent issue of its monthly publication that although rental of a site in a mobile home park is still the common practice, lot ownership is increasing. As a result, conventional-type subdivisions with densities of 6 to 14 sites per net acre are being developed for mobile home use. The *Urban Land* article points out that taxation problems, which have tended to hinder mobile home park development, are being solved in many areas of the U.S.A.

PROFIT AND POLLUTION

Though the problem of pollution often seems so great in its costs as to appear staggering, new developments may introduce an element of hope. This is the hope that the recovery of the waste materials that are now causing most pollution may become in itself an economic attraction.

The coming of such an era was forecast in an address before the Montreal Section of the Chemical Institute of Canada by Mr. Herbert H. Lank, chairman of the board of Du Pont of Canada Limited.

Mr. Lank foresees a day when industrial production will become a far more complex engineering feat. Industrial plants will not only be enforced by law to recover practically 100 per cent of their waste products, but this will result in a much more efficient use of resources. It may even, in the long run, reduce the cost of production considerably.

Mr. Lank foresees the coming change. Metropolitan waste disposal plants, he believes, will become self-supporting, and pay for the entire waste disposal costs of a city. Plants of this type could either be built and operated by municipalities, or contracts could be made with reprocessors.

Such forecasts, though difficult to grasp now, are not difficult when placed in historical perspective. A great many things that were once cast aside as being useless are now being used to good effect, as science has advanced. This may yet happen in the field of pollution.

It may become economically profitable to control pollution, as it is in some respects even now. When that day comes, and it cannot come soon enough, the pollution problem may cease to exist. It is something to hope for, and, what is more important, it is something to work towards.

MONTREAL GAZETTE

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"It's pollution all right, but it's pollution of rather a high order."

CPAC CROSS-CANADA REVIEW

BRITISH COLUMBIA

"The Home in the Context of Neighbourhood, Community and Region" was the theme of the 13th Annual Short Course in Community Planning, held at the University of British Columbia, May 8-12. Designed particularly for B.C. municipal officials, the course is jointly sponsored each year by U.B.C.'s Department of Extension, U.B.C.'s Division of Community and Regional Planning, and CPAC's B.C. Division.

Mr. Albert H. Kennedy has replaced Mr. Ted Rashleigh as the B.C. Division's executive director, following the latter's resignation at the end of February. Mr. Kennedy is currently engaged in promoting CPAC expansion in communities throughout the province, working closely with Junior Chambers of Commerce and other established organizations.

Mrs. Elsie Shepherd of Victoria heads an active committee encouraging the introduction of planning education into B.C. schools. Recently CPAC made a presentation to the provincial P.T.A. annual conference, and is producing a booklet on the subject for distribution to teaching associations.

Newest CPAC branch in B.C. has been formed in the north-central boom city of Prince George. A joint meeting of divisional and branch executives is being held in June so that newly-elected members may get to know each other and exchange program ideas.

ALBERTA

In his introductory column in the latest issue of "CPAC Alberta Newsletter", Editor F. L. Byrne congratulated all those people who worked so hard organizing the Alberta Planning Conference in Calgary.

He then voiced a criticism that is by no means confined to this particular conference: "The speakers quite often spoke too long. Is it not amazing how some people cannot resist doing this in front of a captive audience? Next time we suggest that each speaker be limited to five minutes to allow for greater audience participation."

All CPAC conference chairmen please note!

SASKATCHEWAN

Thirty-eight new individual memberships were received at the annual meeting of CPAC's Saskatchewan Division in Saskatoon, April 21 – an encouraging start to the membership drive now being conducted throughout the province.

Valuable contacts were made with mayors, councillors and others attending the Saskatchewan Urban Municipal Association's annual conference in Saskatoon this spring where Mrs. Betty Callum, the division's executive director, presented a display of CPAC literature.

"Add One Base Hospital and Stir". To discuss this timely topic, CPAC's Regina Branch recently brought a four-man panel and citizens together in a meeting described as one of the best ever sponsored by the branch. Result: considerable public interest has been aroused in the effects of the new base hospital for Southern Saskatchewan and CPAC is submitting to City Council a brief on some of the problems that are expected to accompany the hospital's construction.

This is an outstanding example of CPAC in action at the "grass roots" level.

MANITOBA

Mr. Jack S. Heke of Winnipeg has succeeded Mr. Allan G. Moffatt as chairman of the Manitoba Division of CPAC. Vice-chairman is Mr. Rob J. Graham. Their election, and that of a 12-member executive committee for 1967, took place at the division's annual meeting, Jan. 31.

Mr. Moffatt continues to represent the division on the CPAC National Council, where he is one of two vice-presidents. This month he serves as conference chairman of CPAC's Thinking Conference at Saint Benoit-du-Lac, Quebec.

Winnipeg Branch Chairman for 1967 is Mr. David Henderson. Vice-chairman is Mr. John LeMaistre and secretary-treasurer is Mr. Herb Briggs.

Many organizations and business firms have been invited to join divisional executive members on an advisory committee to plan the next CPAC-sponsored Manitoba Planning Conference, slated for January 1968.

ONTARIO

The sixth CPAC-sponsored "Planning Problems and Progress" seminar for elected and appointed municipal officials preceded the Ontario Division's 1967 annual meeting in Toronto June 1. Representatives from all provincial government departments involved participated in discussions aimed at clarifying their roles and those of municipal authorities in the increasingly-complex process of planning and developing communities.

Guest speaker at the annual dinner was Dr. L. E. Lynch, founding director of the Vanier Institute of the Family. Annual meetings of all Ontario branches were held prior to the Toronto gathering.

Replies for the Housing Survey are now pouring in, reports Mr. Ernest F. Tonge, Ontario Division executive director. This spring, 10,000 questionnaires were distributed throughout the province in an effort to obtain an accurate view of all types of housing needs in Ontario. Results will be computer-analysed and available to any agency concerned with solving the problem.

CPAC members co-operated with the Central Middlesex Planning Board last April in conducting a London seminar to discuss the impact of urbanization in southwestern Ontario.

QUEBEC

La Division du Québec a parenté deux activités depuis le début de l'année. Un colloque sur la planification régionale face à l'expérience du Bureau d'aménagement de l'Est du Québec, avait lieu à Rivière-du-Loup à la mi-février. En avril, la division aménageait avec l'aide du Professeur Alaurent de l'Université de Montréal, un kiosque, Place Bonaventure, au Salon Habitat et Jardins du Québec. Une hôtesse distribuait formules d'adhésion et autre littérature.

Pour sa part, la section régionale de Montréal a été très active récemment: une conférence de presse le 18 janvier, une conférence traitant des "Observations d'un urbaniste dans les pays de l'Est", un colloque le 11 février sur l'avenir du site de l'Expo et un symposium à l'Université McGill à la mi-mars.

M. Marcel Junius a été élu le nouveau président de la section montréalaise à l'assemblée annuelle du 8 mai. Aussi élus furent: M. Roméo Mondello, 1er vice-président; M. Rudolf Papanek, 2e vice-président; M. George J. Wesley, secrétaire; et M. John Rohar, trésorier.

Cherchant à définir les grandes

lignes du programme qu'il se propose de réaliser avec le nouvel exécutif, M. Junius a proposé "d'organiser une seule manifestation qui serait une manifestation de masse tant par l'importance du sujet que par le nombre des personnes qu'elle toucherait plutôt que plusieurs manifestations de moindre envergure" et qui n'attirent que les spécialistes de l'urbanisme. Il a suggéré, entre autres, une manifestation qui aurait pour thème "le coeur de Montréal" ou encore "Montréal, an 2,000."

L'assemblée générale annuelle de la Division fut tenue à Ville Jacques-Cartier les 29-30-31 mai, 1967.

NEW BRUNSWICK

The Saint John Branch sponsored a public forum in April on the subject of rehabilitation and conservation of worthwhile older buildings. Mr. Guy Spencer, architect for the Saint John Urban Renewal Commission, conducted the discussion. In May the branch studied plans for the new Saint John University buildings, construction of which will commence this July.

"Planning as Related to Advertising" was the title of the after-dinner speech given by Mr. Andrew Watt, N.B. Division's executive director, at the annual convention of the Atlantic Sign Manufacturers' Association in April. Mr. Watt recently visited Fredericton to stimulate CPAC activity there and intends doing the same in other provincial centers this summer.

NOVA SCOTIA

A CPAC-sponsored Village and Town Beautification Contest has created province-wide attention. The contest runs from May 15 to Oct. 1, with prize-winners to be announced Nov. 1. Entries (in the form of "before and after" photos) are being accepted by chairmen of local Centennial Celebration Committees, who will forward them to CPAC's Nova Scotia Division for judging.

The Halifax Branch has been particularly active recently, sponsoring a series of public meetings on local planning matters. Branch chairman R. D. Mussett has five special committees studying transportation, annexation, social and physical planning, zoning and recreation. They will report their findings in June.

"The city needs your advice and help", said Halifax Mayor Allan O'Brien. "We need informed citizens if the city is to take action in these fields."

NEWFOUNDLAND

CPAC's St. John's Branch has added its support to the adoption of a ten-year Metropolitan Plan, prepared by the Provincial Planning Office at the request of the St. John's Metropolitan Area Board. The plan was presented at a branch meeting by Mr. J. T. Allston, Director of Urban and Rural Planning, who stated "its implementation will ensure the logical and economic development of the city, and will safeguard the natural resources and amenities of the entire area."

CPAC DIVISIONAL DIRECTORY

Division	Chairman	Executive Director	Business Address
British Columbia	Mr. T. McDonald	Mr. A. H. Kennedy	B.C. Division, CPAC, Room 201, 525 Seymour Street, Vancouver 2, B.C.
Alberta	Mr. Jack McCracken	Mr. Jack Moar	Alberta Division, CPAC, P.O. Box 3562, Station "D", Edmonton, Alberta.
Saskatchewan	Mr. Paul L. Melin	Mrs. B. Callum	Saskatchewan Division, CPAC, 2817 Wascana Street, Regina, Saskatchewan.
Manitoba	Mr. Jack S. Heke	Mrs. E. M. Lord	Manitoba Division, CPAC, Group 4, Box 1, R.R. 1, St. Norbert, Manitoba.
Ontario	Mr. B. A. Diekman	Mr. E. F. Tonge	Ontario Division, CPAC, 32 Isabella Street, Toronto 5, Ontario.
Quebec	Mr. Claude Langlois	Mr. Jacques Ledoux	Quebec Division, CPAC, Edifice Branly, Chambre 332, 1995 W., Blvd. Charest, Ste-Foy, Quebec 10, P.Q.
New Brunswick	Mr. M. M. Somerville	Mr. A. G. Watt	N.B. Division, CPAC, 107 Carmarthen Street, Saint John, N.B.
Nova Scotia	Mr. G. G. Gomery	Mr. A. D. Grayston	N.S. Division, CPAC, P.O. Box 211, Halifax, N.S.
Newfoundland	Hon. Mr. Justice J. Higgins	Secretary – Miss C. Corbett	Newfoundland Division, CPAC, Court House, Duckworth Street, St. John's, Newfoundland.

PLANNING VACANCIES

Charge for advertisements: $25 per insertion to CPAC sustaining members, $40 per insertion to non-members.

DISTRICT OF KITIMAT
KITIMAT, B.C.
Town Planner to $10,000
Population 11,000 with substantial growth anticipated from Alcan expansion, a pulp and paper mill to be constructed by Eurocan Pulp and Paper Co. Ltd. and deep sea bulk loading docks by Samuel Williams (B.C.) Ltd.
Known as "Tomorrow's City Today" and "Kitimat Port to the World" the community was designed on the Radburn principle. Position offers challenging opportunity for experience in new town planning in progressive community.
Ability to perform variety of responsible planning work including research, regulations and design required. Also membership or eligibility for membership in Town Planning Institute of Canada.
Kitimat has excellent medical and educational facilities together with every inducement for the outdoorsman – fishing, hunting, boating, golf, etc.
Transportation by rail, sea or air – daily CPA flights to Vancouver, all paved highway (except 35 miles) to Vancouver.
Apply with full resume of qualifications and experience to:
Municipal Manager,
District of Kitimat,
Box 2380,
Kitimat, B.C.

EDMONTON REGIONAL PLANNING COMMISSION
EDMONTON, ALBERTA
Planner 11
Duties: This is a challenging and responsible position in a Regional Planning Office. The successful applicant will be involved in, and responsible for, the preparation of various planning studies leading to the completion and implementation of the regional plan. Also, the applicant will advise and assist Municipal Councils in the administration of local planning measures.
Qualifications: Experience in planning with an undergraduate degree in Economics or in another field relating to planning.
Salary: $630.00—$790.00 per month, starting salary dependent upon experience and qualifications. Fringe benefits.
Applicants are invited to submit complete resumes, indicating date available to:
Mr. R. N. Giffen,
Executive Director,
Edmonton Regional Planning Commission,
10046 – 106th St.,
Edmonton, Alberta.

CITY OF BRANDON
BRANDON, MANITOBA
Planning Director
The City of Brandon offers a challenge to an idividual with the desire and ability to assume full responsibility for the development of a progressive community. This is an exceptional opportunity for someone seeking a senior position, and active participation in the planned growth of a diversified urban centre – agricultural, industrial, mercantile.
An Urban Renewal Study was completed recently, and preparation and implementation of a formal Scheme is contemplated.
Please submit enquiries, enclosing a comprehensive personal resumé, stating expected salary and date of availability, to:
Personnel Officer
City Hall
Brandon, Manitoba

METROPOLITAN TORONTO PLANNING BOARD
TORONTO, ONTARIO
Principal Planner ($9,975—$12,225)
Duties: For development control section of the Land Use Division. To undertake studies of metropolitan and regional scope having special reference to the development standards required to implement The Metropolitan Plan; and to review and analyze the planning and zoning activity of 19 local municipalities within a 720 square mile planning area in relation to Metropolitan development principles and policies.
Qualifications: Degree or postgraduate diploma in planning or related field. Relevant responsible experience.
Telephone 367-8106 for appointment or write:
Director of Land Use Division,
Metropolitan Toronto Planning Board,
City Hall,
Toronto 1, Ont.

CITY OF HAMILTON
HAMILTON, ONTARIO
Commissioner of Planning
Will be required to administer the operation of the City of Hamilton Planning Department.
Should have a minimum of 9 to 10 years of experience in Municipal Planning or in a related field.
Applicant must be a graduate of a recognized University and possess a degree in City Planning, Architecture, Civil Engineering or a related field. Should be a member of the Town Planning Institute of Canada.
Salary commensurate with previous experience and qualifications.
Apply stating all particulars to:
Mr. J. R. Jones, Secretary,
Board of Control,
City Hall,
Hamilton, Ontario.

Chief Planning Assistant
Applied Research and Special Projects
Responsible to Deputy Planning Commissioner for special projects including development of Official Plan (General Plan) for a city of 285,000 people; Downtown Development Plan; Hamilton Harbour and Beach Strip Plan and Civic Institutions. Research will include any separate investigation necessary to make the above "Plans" meaningful.
Salary Grade VII ($8,300—$10,175)
Starting salary dependent on applicant's education, training and experience. Preference will be given to Professionals and persons eligible for membership in the Town Planning Institute of Canada or its equivalent. All fringe benefits.
Apply to:
Director of Personnel,
City Hall,
Hamilton, Ontario.

CPAC NATIONAL LIBRARY

Recent additions to the bookshelves of CPAC's National Office Library, and many others of interest to community planners, are available to Association members on a one-month loan basis. Books will be sent by mail on the understanding that postage will be paid by the borrowers.
A mimeographed accession list to the more than 500 books now catalogued in the National Library will be sent free to CPAC members on written request.

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L'ASSOCIATION CANADIENNE D'URBANISME

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POSTSCRIPT

BEAUTIFICATION seems to be an "in" word these days, even though it's not to be found in the dictionary. In Canada, for instance, we're promoting a national Community Improvement and Beautification Program during our Centennial Year.

Commenting on the many activities underway throughout India in the name of beautifying communities, a New Delhi planning publication recently stated, "It would seem to be entirely logical, if the attainment of beauty is to be the end result of a beautification process, that there should be some consensus as to what constitutes beauty."

There are several ways in which this question might be approached: Webster's dictionary yields some clues. It tells us that beauty is "That quality or aggregate of qualities in a thing which gives pleasure to the senses or pleasurably excites the mind or spirit; physical, ornamental, or excellence; anything beautiful; as, the beauties of nature."

Again, in defining "beautiful" Webster states that this term means "Having the qualities which constitute beauty; full of beauty; exciting sensuous or aesthetic pleasure," and it "is applied only to that which exalts the keenest of pleasure, not only to the senses, but to the mind and soul. . . ."

Research into the nature of beauty and aesthetics has long occupied the mind of man, and the mind of the philosopher in particular.

Speaking of beauty at the urban level, Mr. Louis Winnick, associate director of the Ford Foundation's Public Affairs Program, warns that:

"Attractive as the idea of urban beautification is, one can get quickly lost in verbal thickets, become confused by the precious – and at times impenetrable – vocabulary of the urban estheticians. The field is fragmented into sects and cults, each with its own gods and soothsayers, who can unite on only one doctrine, namely, that everyone else is a visionless Philistine.

"I doubt that we will ever find agreement on a single set of goals or standards of the City Beautiful. Fortunately, it is not necessary – it may even be undesirable – to have consensus on urban design principles. What is important is that the subject be taken out of the hands of a few passionate esthetes and placed before the community at large.

"It is also necessary that we raise the subject of urban design to the same level and scale as our other major art forms – both fine and applied. For urban design is a combination of both. Like painting and sculpture and dance, it must play with form and color and light and movement. At the same time, like architecture and city planning, it must contend with the market place, the law, and the wishes of the public."

What is beauty? We doubt there will ever be a consensus, humans being as they are. Come to think of it, wouldn't life be dull if everyone had exactly the same idea on the subject?

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